Appendix D
East Lothian Council Parking Review: Dunbar Business Case

Prepared for:
East Lothian Council

Prepared by:
Joshua Lee, Joshua Simmonds

18 November 2025

Project/File:
332610801 East Lothian Council Parking Management Review

Stantec UK Limited

Revision Schedule

Revision	Description	Author	Date	Quality Check	Date	Independent Review	Date
V1	Draft	JL	08/08/2025	JS	11/08/2025	JS	14/08/2025
V2	Draft	JL	01/09/2025	JS	01/09/2025	JS	01/09/2025
V3	Final Issue	JL	18/11/2025	JS	18/11/2025	JS	18/11/2025

Disclaimer

The conclusions in the Report titled East Lothian Council Parking Review: Dunbar Business Case are Stantec's professional opinion, as of the time of the Report, and concerning the scope described in the Report. The opinions in the document are based on conditions and information existing at the time the scope of work was conducted and do not take into account any subsequent changes. The Report relates solely to the specific project for which Stantec was retained and the stated purpose for which the Report was prepared. The Report is not to be used or relied on for any variation or extension of the project, or for any other project or purpose, and any unauthorized use or reliance is at the recipient's own risk.

Stantec has assumed all information received from East Lothian Council (the "Client") and third parties in the preparation of the Report to be correct. While Stantec has exercised a customary level of judgment or due diligence in the use of such information, Stantec assumes no responsibility for the consequences of any error or omission contained therein.

This Report is intended solely for use by the Client in accordance with Stantec's contract with the Client. While the Report may be provided by the Client to applicable authorities having jurisdiction and to other third parties in connection with the project, Stantec disclaims any legal duty based upon warranty, reliance or any other theory to any third party, and will not be liable to such third party for any damages or losses of any kind that may result.

Prepared by:

Joshua Lee

Joshua Lee

Reviewed by:

Joshua Simmonds

Joshua Simmonds

Approved by:

Joshua Simmonds

Joshua Simmonds

Table of Contents

Revision Schedule ..... **ii**
Disclaimer ..... **ii**
1 Introduction **1**
1.1 Purpose of document 1
1.2 Town Background 1
1.3 Description of the Scheme 1

2 Strategic Case **2**
2.1 Policy Context 2
2.2 Case for Change 4
2.3 Project Objectives and Theory of Change 15
2.4 Constraints, Dependencies, and Risks 17
2.5 Stakeholders and Consultation 18
2.6 Summary 19

3 Economic Case **20**
3.1 Introduction 20
3.2 Options 20
3.3 Option Impact Appraisal 20
3.4 Value for Money Assessment 27

4 Financial Case **30**
4.1 Financial appraisal 30
4.2 Risks and Uncertainties 34

5 Commercial Case **35**
5.1 Service requirement and output 35
5.2 Procurement Strategy and route 36
5.3 Risk allocation 36
5.4 Contract arrangements and any personnel implications 36

6 Management Case **39**
6.1 Programme/project management governance arrangements 39
6.2 Change and contract management 40
6.3 Benefit realisation arrangements 41
6.4 Risk management arrangements 44
6.5 Contingency plans 44
6.6 Monitoring and Evaluation 44

List of Tables

Table 2-1: National polices related to parking management proposals in Dunbar 2
Table 2-2: Regional and local policies related to parking management proposals in Dunbar 3
Table 2-3: Overarching and Dunbar specific objectives of the scheme 15
Table 3-1: 2025 - Marginal External Costs by Vehicle based on Other Urban category (pence per vehicle km, 2023 prices, 1 d.p.), ... 21
Table 3-2: Summary of Appraisal Impacts 28
Table 4-1: Capital Cost Assumptions 30
Table 4-2: Operational Cost Assumptions 31
Table 4-3: Forecast Capital and Annual Operating Costs for Parking Measures in Dunbar 31
Table 4-4: Key revenue assumptions 32
Table 4-5: Forecast Income from Parking Measures in Dunbar 33
Table 6-1: East Lothian Parking Review Board 39

Table 6-2: East Lothian Parking Review Project Team - Roles and Responsibilities 39

List of Figures

Figure 2-1: Off-Street carparks in Dunbar. Number of spaces available shown in brackets. Information from East Lothian Council Parking Strategy 2018-2024 and off-street parking entry-exit survey from 2021. 4
Figure 2-2: Map of surveyed streets in Dunbar 6
Figure 2-3: Number of legal parking spaces in Dunbar Town Centre. Data from 2021 on-street parking beat survey and Google StreetView review (Church Street and Castle Street only). 7
Figure 2-4: Percentage of legal spaces occupied by parked vehicles on streets around Dunbar Town Centre, by time of day. 9
Figure 2-5: Percentage of vehicles parked in Dunbar Town Centre by street and kerbside restriction 11
Figure 2-6: Occupancy of off-street carparks in Dunbar town centre in entry-exit and beat survey conducted December 9, 2021 12
Figure 2-7: Disabled parking utilisation on Dunbar High Street (Northern Portion) 13
Figure 2-8: Area accessible within 15 minutes walking distance of Dunbar High Street. Analysis using OpenRouteService API. 14
Figure 2-9: Theory of Change 17
Figure 3-1: Economic model of optimal parking charge levels 24
Figure 6-1: East Lothian Parking - Benefits Dependencies 42
Figure 6-2: East Lothian Parking - Benefits Realisation Map 43

1 Introduction

1.1 Purpose of document

This business case outlines the case for introducing parking charges across the East Lothian town of Dunbar. For this, the document follows STAG guidance by assessing the scheme through the strategic, economic, commercial, financial, and management cases. By carrying out this assessment it will provide a robust analysis to inform the decision-making process as to whether to enforce the parking charges in Dunbar.

1.2 Town Background

Dunbar is a coastal town in East Lothian with a population of approximately 10,000 residents. The town is located approximately 30 miles east from the centre of Edinburgh. The town features an historic harbour and is served by both the A1 and Dunbar Railway Station.

1.3 Description of the Scheme

The parking proposals being put forward in Dunbar are shown in Appendix B within the Council report. A summary of the parking proposals for each street are outlined below.

The following on-street parking measures are proposed:

- On-street short stay parking on High Street, Delisle Street and east section of Countess Road – this includes 45 minutes free parking, with a maximum stay of 90 minutes. 75 minutes of parking will cost £1 and £2 for up to 90 minutes.
- On-street long stay parking on mid-section of Countess Road at a cost £0.50 per half hour up to maximum of £5, with a maximum stay of 23 hours.
- Limited waiting on the west section of Countess Road with parking areas allocated between 2 and 12 hours maximum stay.

The following off-street measures are proposed:

- Off-street medium stay parking at Dunbar Leisure Pool at a cost £0.50 per half hour up to maximum of 6 hours. Overnight parking will cost £15. With 90 minutes free parking for leisure centre users.
- Off-street long stay parking at Abbeylands and Countess Road car park at a cost £0.50 per half hour up to maximum of 23 hours.
- Off-street medium stay parking at Lauderdale car park with free parking with a maximum stay of 3 hours.
- 5-minute maximum stay/waiting time at the Countess Crescent (Bleachingfield Centre) car park, except for centre users.

2 Strategic Case

2.1 Policy Context

The parking charge proposals in Dunbar help to support the relevant policies at a national, regional, and local level. The following section provides a summary of the policies relevant to the proposed parking management measures and highlights how management supports these policies.

For further information on each policy and relevance to the proposed parking management, please refer to the Impact Assessment Report for Dunbar.

2.1.1 National Policy Context

Table 2-1 provides a summary of the key national policies relevant to the introduction of parking management measures in Dunbar.

Table 2-1: National polices related to parking management proposals in Dunbar

Policy Title	Summary of Policy
National Transport Strategy 2	Outlines the vision for Scotland's Transport System up to 2040. It has four priorities, which are: • Reduce inequalities • Take climate action • Help deliver inclusive economic growth • Improves our health and wellbeing The strategy also outlines a Sustainable Travel Hierarchy, with investment in walking and cycling being the highest priority and investment in supporting private cars being the lowest priority.
Climate Change Plan 2018–2032 - Update	The Climate Change (Scotland) Act 2009 sets out the legally binding target for Scotland to achieve net-zero carbon emissions by 2045. This plan sets out how the government intends to reduce greenhouse gas emissions to net-zero by 2045. Although the act was amended in November 2024 to remove annual climate targets, the Scottish Government has retained its target of achieving net-zero emissions by 2045.
Consultation on the 20% Reduction in Car KMs: Route Map	As part of the Climate Change Plan, the Scottish Government set a target of reducing total kilometres travelled by cars in Scotland (Car Kilometres) by 20 percent by 2030. In April 2025, the Scottish Government indicated that the policy target of reducing car kilometres by 20 percent by 2030 was to be dropped and would be subject to a review. However, it is still expected a reduction in private car travel is needed to meet Scotland's net-zero target.
National Planning Framework 4	Adopted by the Scottish Government in 2023 and sets out the Scottish Government's planning policies and how these are expected to be applied.

There is an importance nationally on addressing climate change. Scottish Government polices such as National Transport Strategy 2 and the Climate Change Plan 2018 – 2032 emphases acting on climate by reducing the number of people driving and encouraging the use of sustainable transport methods.

Introducing parking management measures is likely to reduce the number people who choose to drive into Dunbar town centre and reduce local traffic volumes. With parking charges and reduced traffic, it will become comparatively more attractive to walk, cycle, or take a bus to reach the High Street. Management would also reduce the number of vehicles cruising around the town centre to find

available parking. This would reduce carbon emissions from transport and contribute towards Scotland's 2045 net-zero emissions target. Increased amounts of walking and cycling will also improve the health and wellbeing of Dunbar residents.

2.1.2 Regional and Local Policy Context

Table 2-2 provides a summary of the key regional and local policies relevant to the introduction of parking management measures in Dunbar.

Table 2-2: Regional and local policies related to parking management proposals in Dunbar

Policy Title	Summary of Policy
East Lothian Local Transport Strategy	The East Lothian Local Transport Strategy has the vision of "well-connected communities with increased use of sustainable transport modes to access services and amenities"
East Lothian Parking Strategy 2018 - 2024	As part of the Local Transport Strategy, the East Lothian Parking Strategy defines two objectives: • To provide balanced and appropriate parking facilities that support the economic, environmental and accessibility requirements of towns in East Lothian • To maximise the efficient use of parking provision
East Lothian Local Economy Strategy 2024-2034	The East Lothian Local Economy Strategy highlights the vision, strategic goals, and objectives guiding East Lothian Council from 2024 to 2034, with the core of the strategy vision being "an increasingly thriving, sustainable, and inclusive economy" in East Lothian by 2034. During stakeholder and community engagement for the strategy. Town centre traffic congestion and parking were noted as a key issue.
East Lothian Local Development Plan 2018	The East Lothian Local Development Plan 2018 sets out site-specific plan that contains proposals that show where development can take place as well as the policies that can be used to manage development.
Dunbar Town Centre Strategy 2019	Dunbar town centre serves the needs of all of its users with inspiring shopping and leisure opportunities and a diverse evening offer. It is recognisably a part of a historic burgh, with links to its attractive harbours and the John Muir Way, making Dunbar a go-to destination for locals and visitors alike. The Dunbar Town Centre Strategy proposes several transport improvements, addressing SWOT analysis findings relating to traffic and transport. These were: • Street Surface Material Repairs within Dunbar Town Centre • Reorganisation of Town Centre Car Parking, by implementing short, medium and long stay parking areas. • Improve Access to the Town Centre, to encourage pedestrian and cycle access to the town centre.

At a regional policy level, East Lothian have produced a Local Transport Strategy and a Parking Strategy with a focus on sustainable transport modes and the provision of appropriate and efficient parking supply. Parking management is highly consistent with this. Management of parking supply will make walking and cycling more attractive and reducing the attractiveness of driving into Dunbar, supporting the Local Transport Strategy vision of increasing sustainable transport modes.

Locally, the Dunbar Town Centre Strategy 2019 notes the reorganisation of on-street parking should be considered to address parking availability problems in the town. This highlights how the scheme outlined in this Business Case can support the wider Town Centre Strategy.

2.2 Case for Change

2.2.1 Current Off-Street Parking Provision

There are six council-owned free carparks in Dunbar. There are four other car parks in Dunbar which are open to facility users and customers. These are shown in Figure 2-1. The council-owned carparks provide a combined total of 180 off-street parking spaces. Most car parks are located within a five-minute walk of the High Street, with the further car parks being within 10 minutes walking distance.

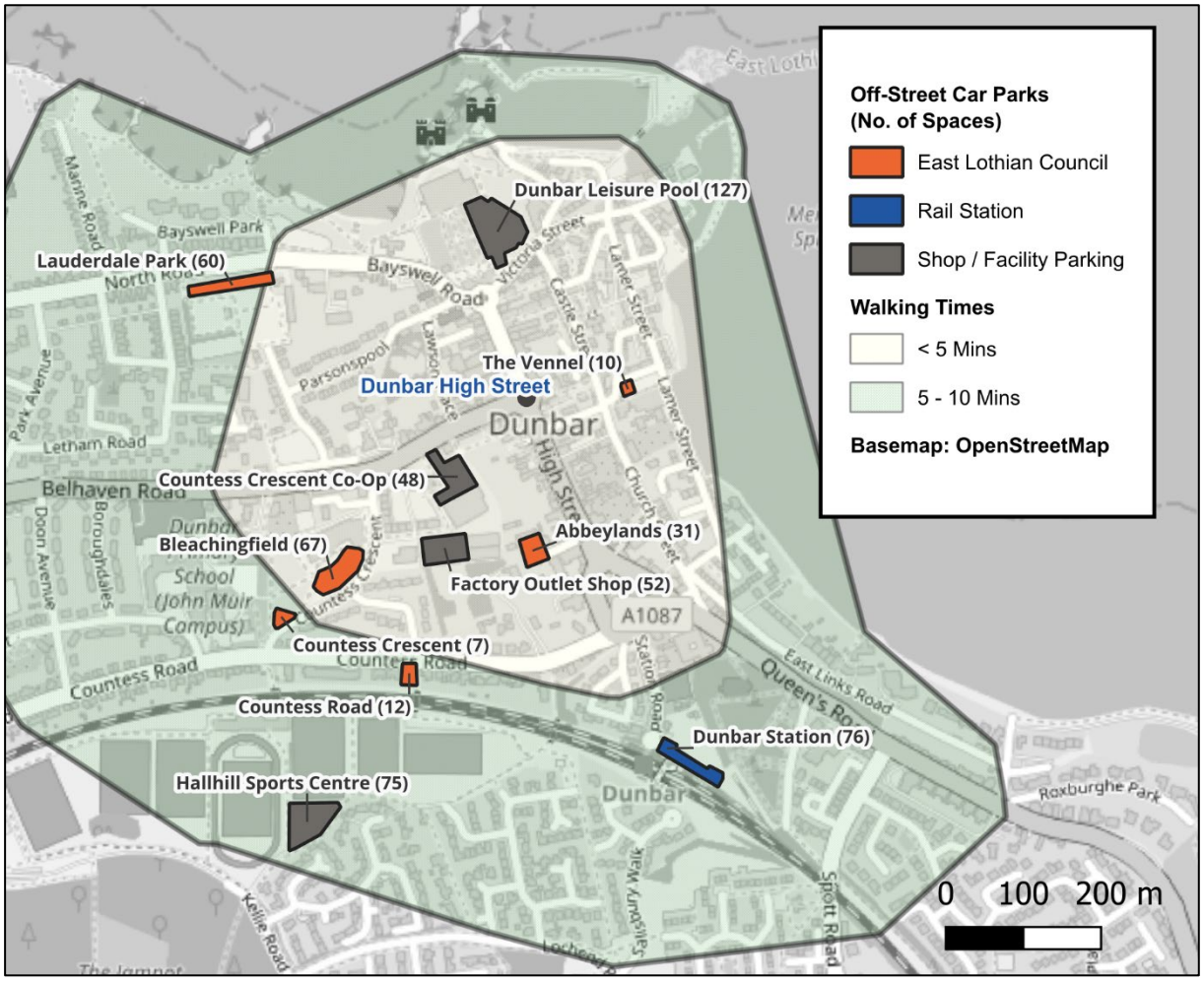

Figure 2-1: Off-Street carparks in Dunbar. Number of spaces available shown in brackets. Information from East Lothian Council Parking Strategy 2018-2024 and off-street parking entry-exit survey from 2021.

It should be noted that there have been several changes to the car parks in the above figure since the East Lothian Council Parking Strategy was adopted. This means the number and composition of spaces at each site have changed. This includes:

- Countess Road – there are now 16 general parking bays and 2 disabled parking spaces.
- Countess Crescent - there are now 7 disabled parking spaces.
- Bleachingfield Centre - there are 54 general parking bays, 2 electric vehicle charging bays, 1 disabled parking space, 1 motorcycle parking bay, and 3 loading only bays.

- Lauderdale - there are approximately 46 general parking bays. It should be noted that Lauderdale is not marked and the surface is poor quality, which means it is potentially being underutilised at present.
- Abbeylands - there are 25 general parking bays, 4 electric vehicle charging bays, and 2 disabled parking spaces.
- Dunbar Leisure Centre - there are 99 general parking bays, 14 residents only spaces, and 5 disabled parking spaces.

2.2.2 Current On-Street Parking Provision

To understand the utilisation of on-street parking in Dunbar, an on-street parking beat survey was conducted. The surveys were commissioned by East Lothian Council and conducted on December 9, 2021, which is the same day as the off-street parking surveys. Similarly with the off-street parking surveys, these were conducted on a Thursday but would have been impacted by both the COVID-19 pandemic and poor weather. The survey results have been analysed and presented to provide an indication of on-street parking patterns in the town. The survey covered the following locations (see Figure 2-2):

- West Port, between Countess Crescent and High Street
- Victoria Street, between High Street and Castle Street
- Station Road, between Countess Road and the Station building but not including the off-street parking area.
- High Street (North), between Victoria Street and West Port
- High Street (Middle), between West Port and Abbey Road (Post Office)
- High Street (South), the triangular gyratory area made up of Abbey Road, High Street, and Countess Road.

Figure 2-2: Map of surveyed streets in Dunbar

Figure 2-3 shows the number of legal waiting and parking spaces of the surveyed streets in Dunbar, organised by the restriction type. West Port has the largest total number of parking spaces, but this is mostly made up of 42 spaces on single yellow lines. Restrictions on these lines apply from 08:30am to 17:30pm on weekdays, meaning the number of legal parking spaces falls to just seven spaces during weekday daytimes. The northern section the High Street has 42 max stay (90 minutes) parking spaces, one loading bay1, and two disabled parking bays. There are also 37 unrestricted in the middle section of the High Street. Parking on Station Road is operated by ScotRail, and parking charges apply.

Based on the additional desktop review of parking spaces, Church Street and Castle Street have approximately 40 and 35 unrestricted parking spaces respectively. These streets are narrow and

[1] The survey defines each space as being 5m, including loading bays. The High Street North section was coded in the survey with 1 Loading Bay, but from a visual inspection it would be possible to fit 2 Passenger Car Units (PCU). PCU is a way measure how much space different types of vehicles take up on the road, compared to a regular car. A car is the standard, so it counts as 1 PCU. A bus or truck is much bigger and slower to move, so it might count as 2 or more PCUs. A motorbike is smaller and more agile, so it counts as 0.5 PCU.

residential in nature. Additionally, there are no parking bay markings. This means the true number of possible parking spaces, particularly on Church Street, is likely to be highly variable. The number of actual spaces would depend on the length of vehicles being parked, the amount of space between parked cars, and whether parking spaces are blocked off by resident objects such wheelie bins.

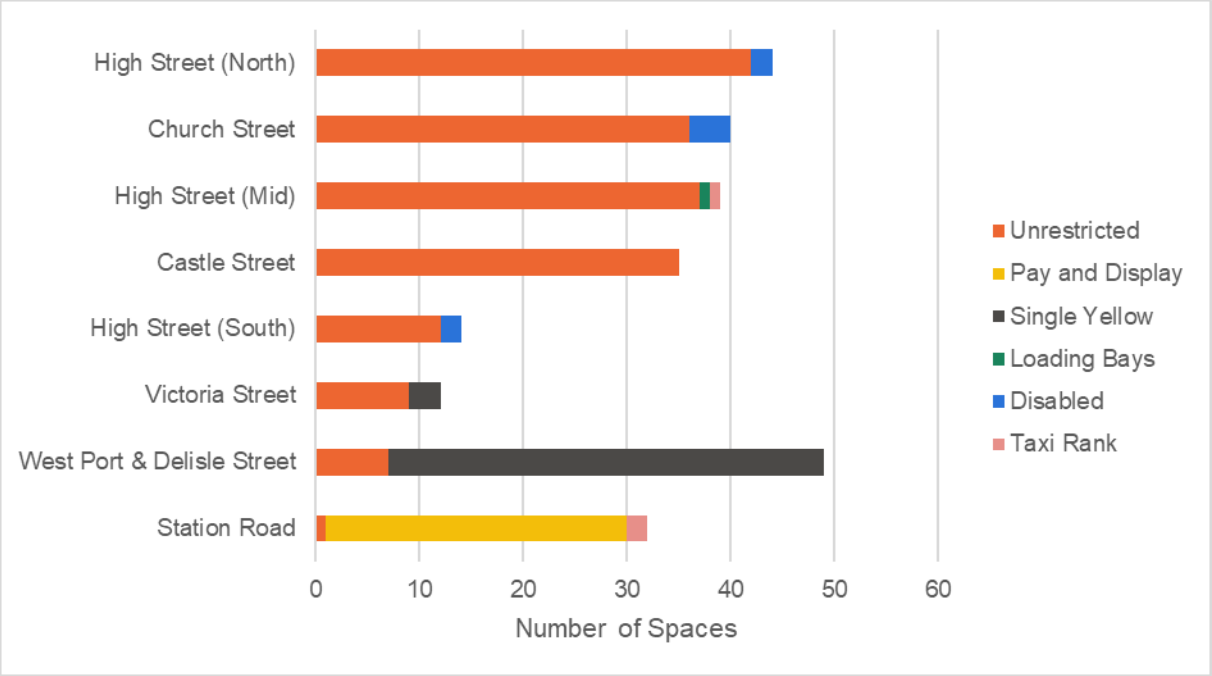

Figure 2-3: Number of legal parking spaces in Dunbar Town Centre. Data from 2021 on-street parking beat survey and Google StreetView review (Church Street and Castle Street only).

2.2.3 Current Problems

Demand for Parking is Close to Exceeding Supply in Many Areas

An on-street parking beat survey was conducted on December 9, 2021. These were conducted on a Thursday but would have been impacted by both the COVID-19 pandemic and poor weather. Figure 2-4 shows the number of vehicles parking on surveyed streets in every 15-minute period between 07:00am and 19:00pm as a percentage of legal parking spaces available. To reflect that some spaces are dedicated to certain vehicle users and vehicle types, this analysis excludes parking in dedicated disabled parking spaces, which are analysed separately. Parking in taxi ranks is also excluded. Note that the percentage occupancy rates increases on West Port between 08:30am and 17:30pm as waiting restrictions on single-yellow lines enter effect.

During the survey, the number of vehicles parking exceeded the legal number of spaces on several streets. This included Castle Street, Church Street, Victoria Street, and West Port and Delisle Street. This indicates that parking demand exceeded supply on these streets, and that some vehicles were recorded parking in non-legal spaces.

High Street Demand

The occupancy rates in the north and middle sections of the High Street fluctuated between 75 and 100 percent for much of the day. Parking spaces here are being heavily used and there are fewer available parking spaces. This section of the High Street is also the area with the highest pedestrian

activity recorded in the footfall survey. Due to the impact of COVID-19 on the survey, it is reasonable to assume that surveyed parking demand would be higher now the pandemic has passed.

Residential Parking Demand

Church Street and Castle Street had high parking utilisation. The parking occupancy rate on Castle Street fluctuated between 75 and 100 percent for much of the day. On Church Street, parking occupancy fluctuated around 100 percent. These streets are largely residential, so this reflects the long-term parking of resident vehicles throughout the day. This also shows that there is limited spare capacity on these streets to accommodate non-resident vehicles.

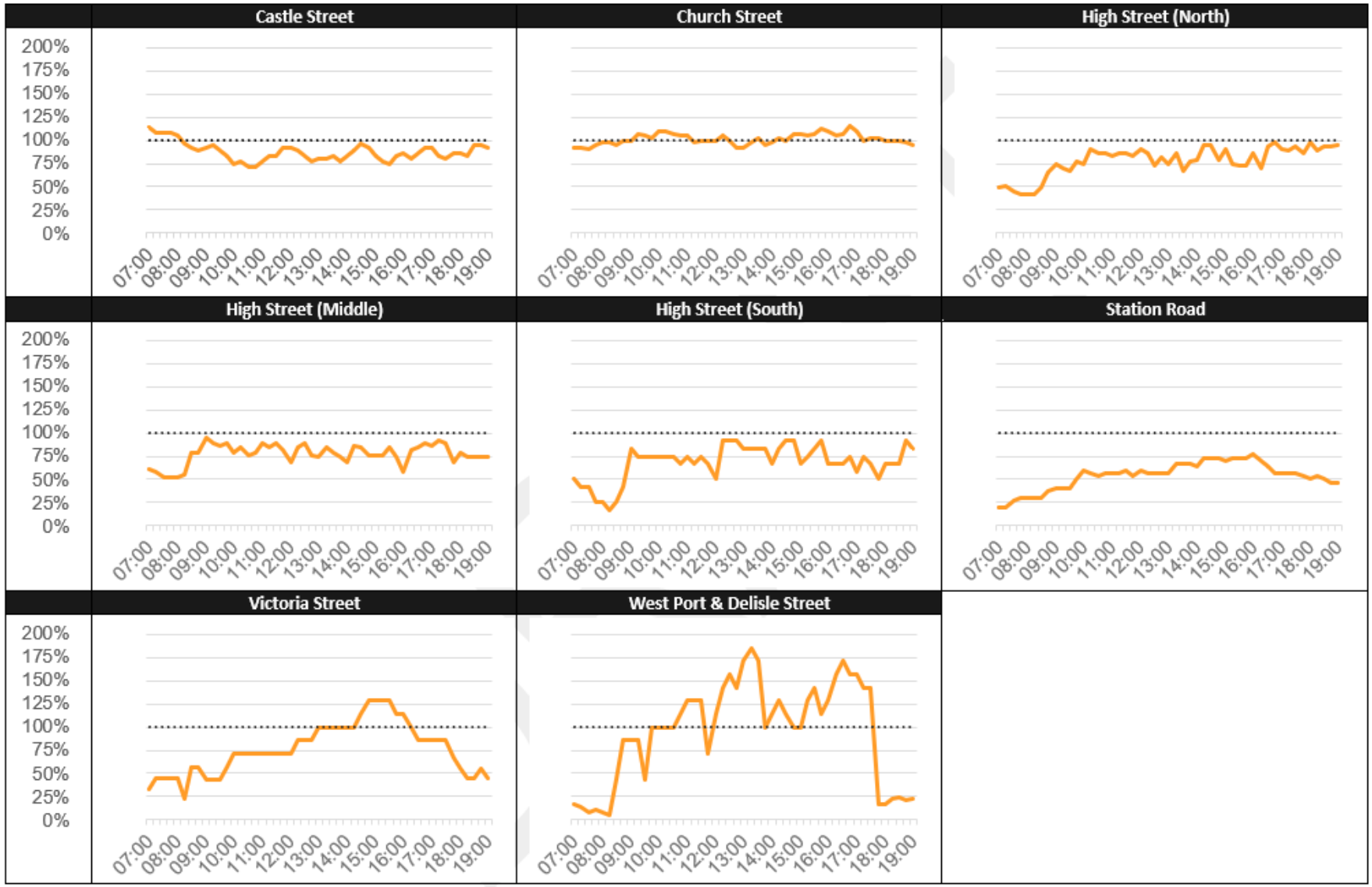

Figure 2-4: Percentage of legal spaces occupied by parked vehicles on streets around Dunbar Town Centre, by time of day.

Parking is a Key Problem Affecting Tourist Satisfaction

Tourism is key to East Lothian's economy, with Dunbar being East Lothian's second most visited town and part of East Lothian's strong coastal tourism offering. However, surveys conducted in 2021 on behalf of East Lothian Council found that tourists are not fully satisfied with the parking provision in East Lothian overall.

In the 2021 East Lothian Visitor Survey, parking provision was one of the most common points of feedback. Some visitors were critical about the availability of parking spaces and lack of information about where spaces are available. Others commented on the maintenance of pot holes at some car parks, or the price of parking at some coastal locations where charges apply.

Tourist dissatisfaction with parking could impact the attractiveness of Dunbar as a destination for visitors, reducing retail, dining, and accommodation receipts from visitors. This would reduce the contribution of tourists to the local economy.

Declining Footfall Threatens High Street Viability and Vitality

Pedestrian footfall surveys commissioned by ELC were undertaken annually between 2016 and 2022 in the 'neutral' month of November. This shows that footfall on Dunbar High Street experienced decline between 2016 and 2022. Footfall fell by around 19% in this seven-year period. Footfall on the Dunbar High Street fell by 29 percent in 2020 during the COVID-19 pandemic. However, the post-COVID recovery in high street footfall in Dunbar has been slow, with the number of pedestrians recorded still being much lower than before the pandemic.

Lower visitor numbers threatens the viability of businesses on the high street and would reduce the vitality of the area as an attractive place to visit, shop, and dine.

Illegal Parking and Waiting Poses Risk to Safety and Traffic Flow

Figure 2-5 shows the percentage of parking in Dunbar by the kerbside restriction in place during an on-street parking beat survey on December 9, 2021. The bars in yellow and red shades indicate the percentage of parking occurring in locations where not permitted. Grey shades indicate parking in permitted places, while blue shaded indicate the portion of vehicles stopping in bays dedicated for specific users or vehicles.

This shows that some degree of illegal parking was occurring in across the town centre. Most of the parking on West Port was done on single yellow line markings during their hours of operation. Several vehicles were recorded stopping on zig-zap or keep clear markings on West Port and Church Street. On Victoria Street, Station Road, and southern section of the High Street, between 10 and 13 percent of vehicles waiting or parked were on double yellow lines. In total approximately 8% of parked vehicles were parked illegally compared to total parking supply across Dunbar.

Illegal parking, particularly on places like Zigzag and Keep Clear markings, poses a potential safety risk to both pedestrians and vehicles. It can also obstruct the flow of traffic, worsening traffic congestion in the town centre.

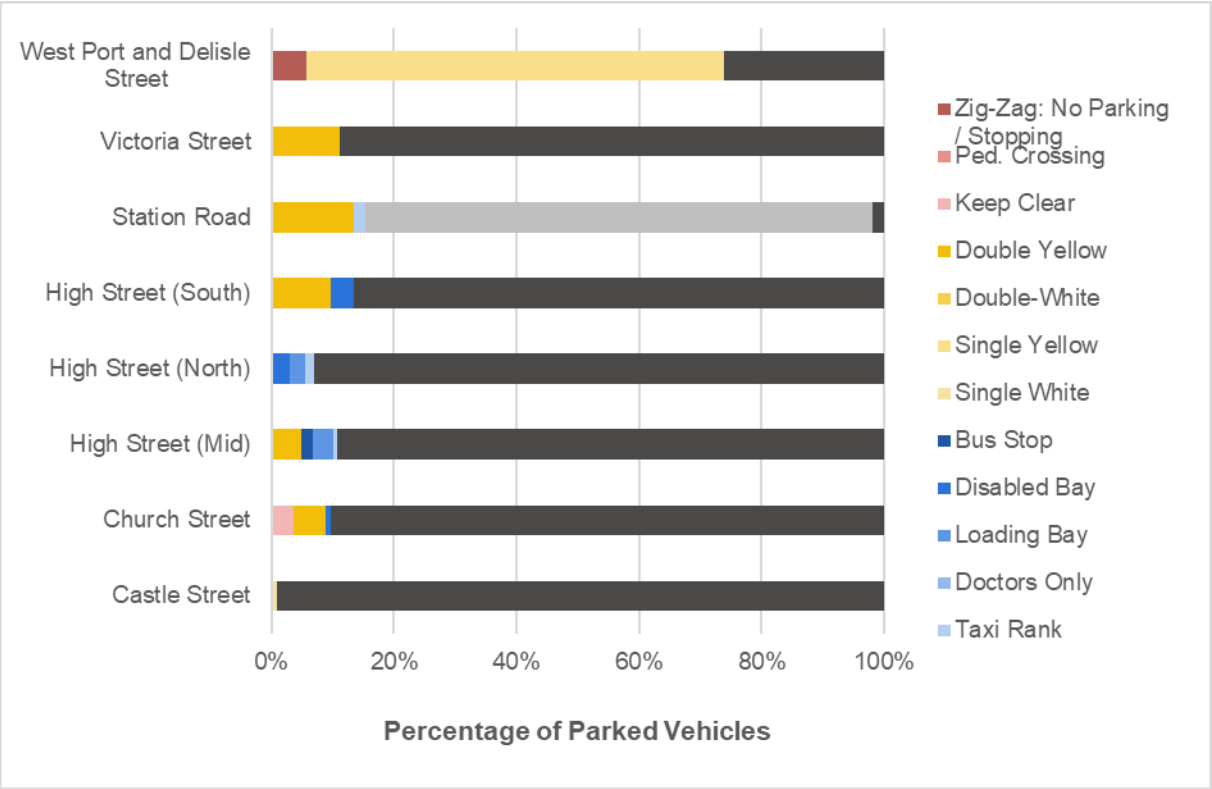

Figure 2-5: Percentage of vehicles parked in Dunbar Town Centre by street and kerbside restriction

2.2.4 Opportunities

Better Utilise Spare Parking Capacity Around the Town Centre

To understand the utilisation of off-street parking in Dunbar, a series of entry and exit surveys and beat surveys were undertaken at several off-street parking locations around Dunbar. The surveys were commissioned by East Lothian Council and conducted on December 9, 2021. It is important to acknowledge that the survey was conducted in wet conditions while travel patterns were still being influenced by the COVID-19 pandemic. Therefore, it is expected that parking utilisation might be lower than typical and it is not possible to draw definitive conclusions on parking behaviours.

Figure 2-6 shows the percentage occupancy of public carparks in Dunbar town centre, include those not operated by ELC. None of the surveyed car parks reached its full capacity. This indicates the number of users is much lower than the supply of parking spaces.

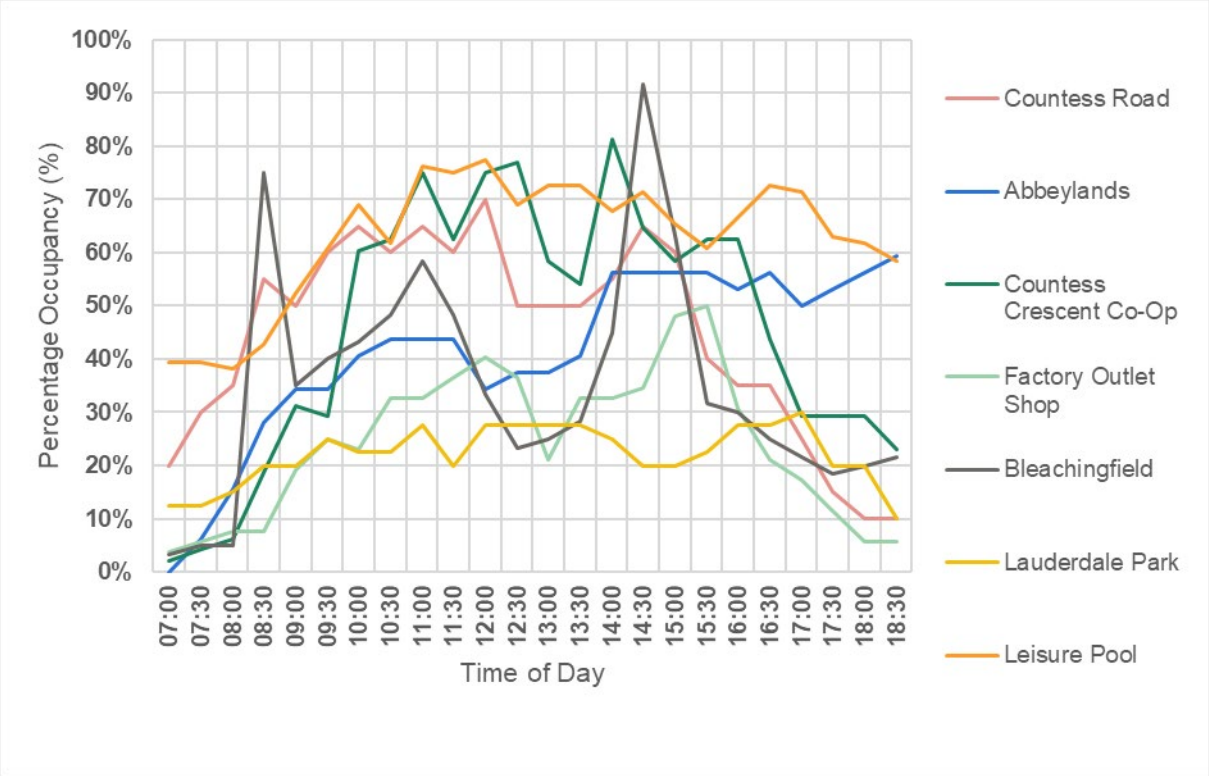

Figure 2-6: Occupancy of off-street carparks in Dunbar town centre in entry-exit and beat survey conducted December 9, 2021[2]

The Leisure Pool [3]and Countess Crescent Co-Op car parks had the greatest demand for parking relative to the number spaces available. Meanwhile, Lauderdale car park [4]never exceeded 30 percent occupancy during the survey period. The Abbeylands car park, which is just off the High Street, never exceeded 60 percent occupancy throughout the day, with usage only increasing in the late-afternoon and evening.

There is significant spare parking capacity around Dunbar Town Centre. Parking management and charges provides the opportunity to use the additional spare capacity to direct certain users to park in areas with more spaces and ease pressure on High Street parking.

Increase Availability of Parking for Disabled Persons

There were four disabled parking bays included in December 2021 beat survey on the High Street, two in the northern section and two in the southern section. Figure 2-7 shows the occupancy of the disabled bays in the northern portion of the High Street during the survey day. Overall, the disabled

[2] Analysis for Leisure Pool carpark excludes occupancy and spaces dedicated for blue-badge holders or residents' only spaces. Due to the survey method, all other carparks in the figure include spaces dedicated for specific user groups. This includes disabled bays and electric vehicle charging bays.

[3] Part of the Leisure Pool car park was closed during the survey date as an area of the car park was being used as a COVID-19 testing point. Therefore, the supply of general spaces at the Leisure Pool was reduced by 14 spaces.

[4] The survey data collection originally estimated that there were 60 general parking spaces in Lauderdale Park car park. As the surface is in poor condition in places, and part of the car park area is used for storage of other items, the analysis presented assumes that the actual capacity of the car park is 40 spaces.

bays in Dunbar High Street are well utilised. The disabled bays in the northern High Street section are in high demand. Demand was highest between 10:00am and 14:00pm, and between 15:30pm and 18:30pm. In total, both bays were fully occupied for 4 hours and 15 minutes of the survey period.

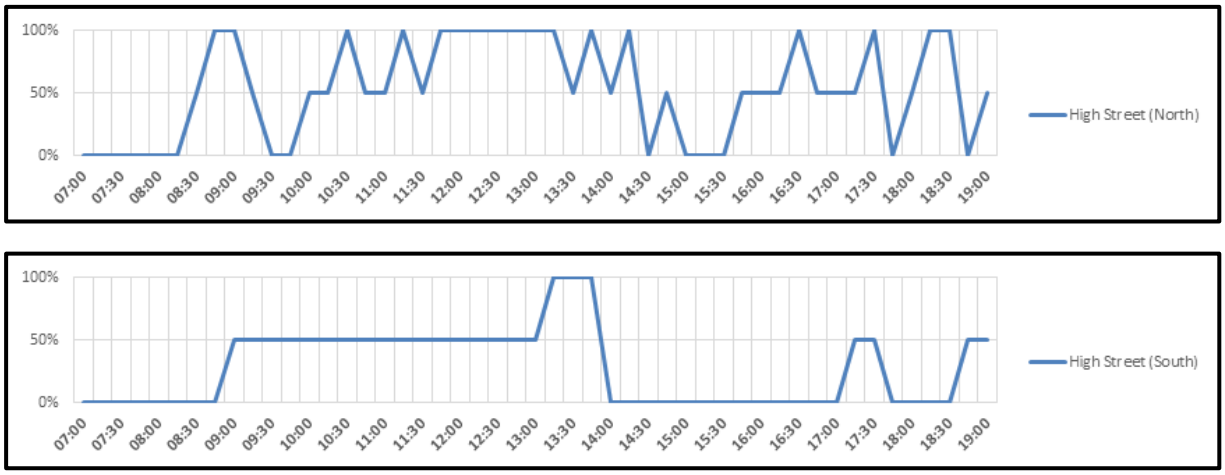

Figure 2-7: Disabled parking utilisation on Dunbar High Street (Northern Portion)

Parking management is an opportunity to improve parking availability for disabled people. Introducing charges will mean there are generally more available parking spaces on the High Street. Importantly, blue-badge holders can park in on-street pay-and-display spaces without charge or time limits, so increasing the availability of general parking on the High Street overall will make it easier for blue-badge holders driving to the town centre to find parking close to where they need to go.

Encourage People to Walk, Cycle, or Use Public Transport to Reach the Town Centre

Figure 2-8 shows the area of Dunbar that can be reached from the High Street within a 15-minute walk. This show many residential areas of the town can be reached with at least a 15-minute walk from the High Street. Just over half of Dunbar's residents live within 15-minutes walking distance of the town centre.

Additionally, Dunbar station is within a 10-minute walk of the High Street, enabling public transport connections between the High Street to the wider region and beyond. There are serval bus connections serving Dunbar, including a limited stop service to Haddington and Edinburgh (Route X7), and a regional service to North Berwick (Route 120). The 120 bus also passes through several residential areas of Dunbar, providing local connectivity to the High Street within the town.

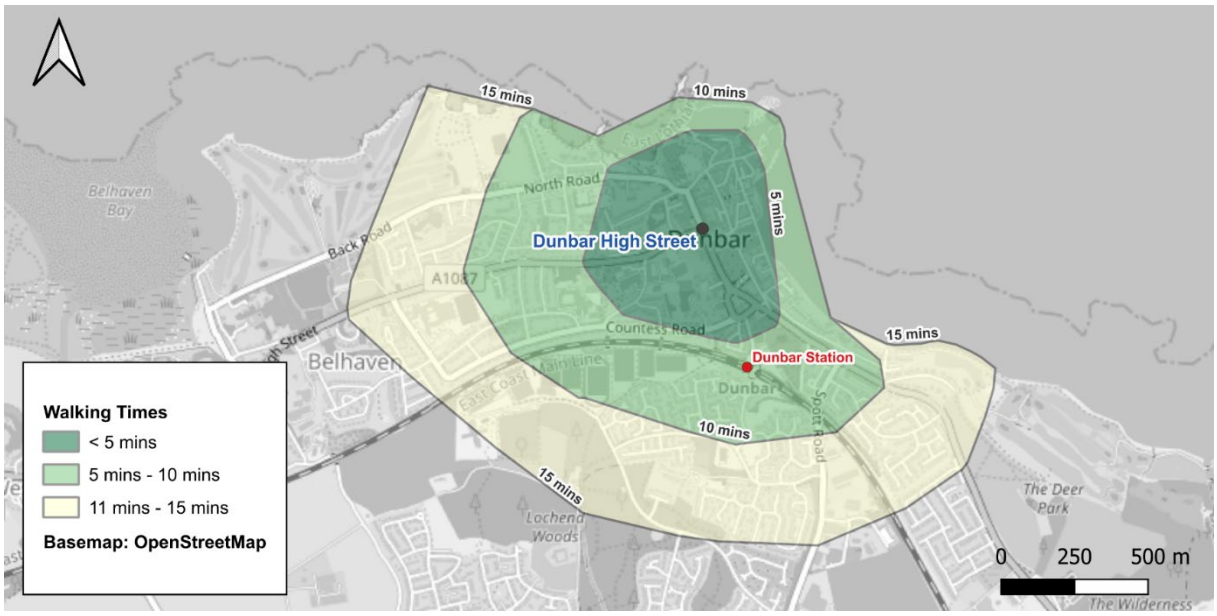

Figure 2-8: Area accessible within 15 minutes walking distance of Dunbar High Street. Analysis using OpenRouteService API.

Overall, this scheme provides an opportunity to encourage sustainable travel to Dunbar Town Centre. Walking is a good alternative for accessing Dunbar Town Centre for many of the town's residents. There are also several bus and rail connections that make using public transport a sustainable alternative to driving to Dunbar.

2.2.5 Case for Change Summary

Problem / Opportunity	Description
Problem	
Demand for Parking is Close to Exceeding Supply in Many Areas	• Parking spaces on the High Street are close to full capacity for much of the day. • Parking on residential streets near the High Street are close to full capacity or exceeding capacity, with high demand for resident's parking.
Parking is a Key Problem Affecting Tourist Satisfaction	• In the 2021 East Lothian Visitor Survey, parking provision was one of the most common sources of dissatisfaction. • Tourist dissatisfaction with parking could impact the attractiveness of Dunbar as a destination for visitors, reducing retail, dining, and accommodation receipts from visitors.
Declining Footfall Threatens High Street Viability and Vitality	• Footfall on Dunbar High Street fell by around 19% between 2016 and 2022. • Lower visitor numbers threaten the viability of businesses on the high street and would reduce the vitality of the area as an attractive place to visit, shop, and dine.
Illegal Parking and Waiting Poses Risk to Safety and Traffic Flow	• Some degree of illegal parking was occurring in across the town centre. On Victoria Street, Station Road, and southern section of the High Street, between 10 and 13 percent of vehicles waiting or parked were on double yellow lines. • Illegal parking poses a potential safety risk. It can also obstruct the flow of traffic, worsening traffic congestion in the town centre.
Opportunity	

Problem / Opportunity	Description
Better Utilise Spare Parking Capacity Around the Town Centre	• There is significant spare parking capacity in car parks around Dunbar Town Centre. • Parking management and charges provides the opportunity to use the additional spare capacity to direct certain users to park in areas with more spaces and ease pressure on High Street parking.
Increase Availability of Parking for Disabled Persons	• The two disabled bays in the northern High Street section are in high demand and can often be full. • Increasing the availability of general parking on the High Street overall will make it easier for blue-badge holders driving to the town centre to find parking close to where they need to go.
Encourage People to Walk, Cycle, or Use Public Transport to Reach the Town Centre	• Just over half of Dunbar's residents live within 15-minutes walking distance of the town centre. • Dunbar station is within a 10-minute walk of the High Street, enabling public transport connections between the High Street to the wider region and beyond. • This scheme provides an opportunity to encourage sustainable travel to Dunbar Town Centre.

2.3 Project Objectives and Theory of Change

2.3.1 Objectives

This section sets out the specific objectives and outcomes for the project. These define what the project aims to achieve. Several objectives have been set and achieving them will help to achieve the strategic outcomes of the scheme. The East Lothian Council objectives and specific objectives for Dunbar are outlined in Table 2-3.

Table 2-3: Overarching and Dunbar specific objectives of the scheme

Overarching Programme Objectives	Dunbar Specific Objectives	Context Behind this Objective
Environmental Improvements	Encourage a modal shift away from the private car and towards more sustainable modes of travel	There is a strategic need particularly at the national and regional level to discourage use of the private car.
	Improve air quality and reduce pollution	Dunbar is not in an air quality management zone, but if traffic volumes increase this could worsen air quality. There is also no 'safe' level of air pollution, so any improvement to air quality is positive.
Economic Growth	Increase footfall in the town centre	There has been a significant reduction in footfall in Dunbar. Improving parking availability will make it easier for people to visit the High Street.
Place based improvements	Revenue generated from parking charges to be reinvested in Dunbar public spaces/services	The significant amount of revenue that the scheme is estimated to generate will enable to council to reinvest in the region and improving public services. This while also improving local air quality by discouraging the use of the private car.
Improve parking conditions	Increase parking availability	By making parking more expensive it will discourage parking those who do not need to park on High Street, directing them to dedicated medium or long-stay car parks or encouraging them to walk, cycle, take the bus. This will free up parking spaces for those who need to park on

Overarching Programme Objectives	Dunbar Specific Objectives	Context Behind this Objective
		the High Street close to their destination, including blue-badge holders.

2.3.2 Theory of Change – Logic Map

To understand the impacts of the proposed parking management measures, logic mapping is required to summarise the need, the benefits sought and, crucially, the strategic responses and changes required to address the need while achieving the benefits. To achieve this, we have employed a five-stage logic-chain / theory of change approach.

This approach considers the existing transport problems and opportunities to eventual impacts to contextualise the benefits and potential impacts that the measures will generate. Logic chains also provide a useful tool to monitor and evaluate impacts of policies after implementing them. This approach is recommended by both the Scottish Transport Appraisal Guidance (STAG) and HM Treasury Magenta Book.

The main components of the logic chain are:

- Context – the strategic need: Transport problems and opportunities that the measures will address and the rationale for proceeding with the parking interventions. Through this we will demonstrate the justification for the proposed parking measures.
- Input: The processes required to implement the parking management measures.
- Outputs: The parking management measures.
- Outcomes: Changes in travel behaviour which result from the measures.
- Impacts: Societal changes which occur because of the changes in travel behaviour and connectivity stemming from the intervention, e.g., improved labour market efficiency.

A high-level Theory of Change / logic map for the parking interventions is shown in Figure 2.8. The expected outcomes and impacts outlined in the Theory of Change have been used the direction of the impact assessment for the study.

Strategic Need (Summary)

- Footfall on Dunbar High Street has declined 19 percent between 2016 and 2022. This presents a challenge to the High Street's vitality and viability.
- Tourism and hospitality are key industries in Dunbar, but parking has been identified by visitors as a significant problem.
- Demand for parking is close to exceeding the supply of parking spaces in many parts of the town centre.
- There is an imbalance in parking demand across the town centre. While parking on the High Street is high, off-street carparks nearby have spare capacity.
- Instances of illegal waiting and parking were observed in Dunbar.
- Disabled parking bays are heavily used with a high turnover. At certain times, all disabled bays can be fully occupied.
- There is an opportunity to encourage modal switch for journeys to the High Street by walking or cycling, as well as by public transport.

↓

Inputs

- East Lothian Council Parking Review and Economic Impact Study
- East Lothian Council Economic Development Strategy
- East Lothian Council Local Transport Strategy 2018-2024
- East Lothian Council Local Development Plan

Outputs

The following on-street parking measures are proposed:

- On-street short stay parking on High Street, Delisle Street and east section of Countess Road – this includes 45 minutes free parking, with a maximum stay of 90 minutes. 75 minutes of parking will cost £1 and £2 for up to 90 minutes maximum stay parking.
- On-street long stay parking on mid-section of Countess Road at a cost £0.50 per half hour up to maximum of £5, with a maximum stay of 23 hours.
- Limited waiting on the west section of Countess Road with parking areas allocated between 2 and 12 hours maximum stay.

The following off-street measures are proposed:

- Off-street medium stay parking at Dunbar Leisure Pool at a cost £0.50 per half hour up to maximum of 6 hours during daytime hours. Overnight parking between 19:00 and 07:00 will cost £15. With 90 minutes free parking for centre users.
- Off-street long stay parking at Abbeylands and Countess Road at a cost £0.50 per half hour up to maximum of 23 hours.
- Off-street medium stay parking at Lauderdale with free parking up to a maximum stay of 3 hours.
- 5-minute maximum stay/waiting time at the Countess Crescent (Bleachingfield Centre), except for centre users.

Outcomes

- Redistribution of parking demand across the town centre to better utilise spare capacity across all car parks.
- Improved provision and availability of short-term parking on the High Street for all users. This includes for blue-badge holders and for goods deliveries, who would need to park closer to their destination.
- Increase in parking tariff revenues.
- Increased enforcement action against illegal parking.
- Increase in the use of walking, cycling, or public transport to access the town centre.

Impacts

- Improved turnover and availability of spaces improve visitor offering and makes Dunbar a more convenient place to visit, leading to
  - Reduced traffic congestion in the town centre, improving local air quality.
  - Improved vitality and viability in the town centre.
  - Increased consumer spending in the town.
- Increased modal shift from car to walking, cycling or public transport, leading to:
  - Reduced traffic congestion in the town centre, improving local air quality.
  - Improved physical and mental wellbeing for residents, improving workforce productivity and reducing absenteeism.

Figure 2-9: Theory of Change

2.4 Constraints, Dependencies, and Risks

The introduction of parking charges will be subject to constraints, dependencies, and strategic risks, which need to be considered for the project. This includes factors such as:

- **Public response** – The introduction of parking charges could cause negative effects on local businesses as their customers may choose to shop in alternative locations that does not have parking charges. Therefore, this may negatively impact the revenues of these businesses. However, the economic case presented in Section 3 shows the overall monetisable and non-monetisable benefits expected from this scheme. Overall, these benefits of the scheme are forecast outweigh the negative impacts.
- **Economic factors** - The charges need to be affordable for users whilst also generating sufficient revenue for the council to make the scheme financially viable. Those on low incomes

that need to drive and park in the town centres will be impacted the most, resulting in increased levels of inequality. However, this is balanced by the expected reduction in vehicles traffic due to the parking charges. Reduce traffic will improve access to services for those travelling by other modes, such as public transport, walking, or cycling. This will help those who are on lower incomes.

- **Enforcement** – There is a possibility that the costs of enforcement and implementing the parking measures will outweigh the revenue generated. Also, to ensure enforcement of charges there must be trained personnel available to maintain the system in place. However, as shown in the Financial Case, the revenue generated from the parking charges will outweigh the costs of the scheme. The calculation of costs have also considered the cost of employing sufficient parking officers to enforce the charges.

2.5 Stakeholders and Consultation

Informing the proposals for Dunbar, the Council commissioned Stantec to design and deliver a programme of public engagement. The purpose of this engagement was to firstly understand the views, experiences and priorities of those who live, work, and travel in and around Dunbar, to then inform the development of practical, fair, and sustainable parking management arrangements in the town.

Meetings were held with members of Dunbar Community Council on 11th of March 2025 and the Area Partnership, Dunpender Community Council and East Lammermuir Community Council on the 17th of March 2025. Outcomes form those meetings helped shape the initial draft proposals, which were then subject to wider public engagement.

The public were then able to comment on the initial high-level parking management proposals for Dunbar through attendance at a public drop-in event (Thursday 22nd May 2025), completing the online or paper copy of the questionnaire, and / or submitting formal feedback via the project email inbox. The online questionnaire was live from 30th April until 16th June 2025. The questionnaire was hosted on an ArcGIS StoryMap and was accessible via the East Lothian Council website.

Generally, there were consistent themes raised across the three engagement streams. There was a very high proportion of respondents who felt the scheme was unnecessary and that there were no parking problems in Dunbar at present.

Quantitatively, 50% of respondents to the public questionnaire indicated that the initial parking proposals were not appropriately targeted compared to 17% who did believe they were appropriately targeted. The overwhelming objection to the initial parking management proposals highlights the lack of support for such a scheme.

Of those who are residents in Dunbar and live within the proposed resident permit parking areas, only 27% are supportive of the introduction of resident permit zones while 63% are opposed.

Across all streams of engagement, respondents were aggrieved at the perceived lack of evidence demonstrating a parking problem in Dunbar, and more generally the consultation process. The most commonly cited concern was the impact that parking charges would have on the long-term viability and success of local, independent business in the town centre, many of which were felt to be crucial to the sense of community in the town. The potential adverse impact that parking charges could have on these businesses was felt to be compounded by the availability of free parking at out-of-town retail parks and supermarkets.

There was also widespread opposition to the introduction of resident parking permits, with concerns regarding the impact on tradespeople and visitors. Respondents noted that the targeted areas do not currently experience a parking problem.

There were also concerns that parking would be displaced onto residential streets on the periphery of the paid parking areas, moving and concentrating any issues onto these streets.

2.6 Summary

Parking charges being implemented by East Lothian Council in Dunbar is an opportunity to better manage parking provision and tackle some of the town's key parking challenges. Management would help to balancing parking demand across the town to areas with more parking supply. The scheme would direct drivers who want to park for longer periods to other nearby streets or car parks with more capacity, while improving availability for those needing to park close to their destination on the High Street, such as blue-budge holders. It will also encourage people to walk, cycle, or take the bus to Dunbar High Street.

The scheme also fits in well with the strategic policies at the national, regional, and local level largely due to its environmental benefits of encouraging a modal shift away from the private car and towards sustainable modes.

3 Economic Case

3.1 Introduction

The purpose of the Economic Case is to undertake analysis of the proposed parking charges and demonstrate that there is an opportunity for the scheme deliver 'Value for Money' (VfM).

3.2 Options

3.2.1 Do Minimum

The Do-Minimum scenario where parking charges are not implemented across Dunbar would result in the continuation of existing problems with parking in Dunbar. This includes parking demand on the High Street being near capacity, occurrence of illegal parking, and reliance on private cars. This would contribute towards continuing negative environmental impacts, lack of kerbside parking, certain streets suffering from parking on the footway, and other issues that are caused by vehicle traffic.

3.2.2 Do Something

The Do-Something scenario where parking charges are implemented across the town will aim to tackle these issues. Additionally, the Do-Something scenario would take advantage of certain opportunities that a parking charge scheme can achieve. This includes better using the existing parking capacity across the town and organising the provision of parking in coherent way that improves availability for all users. There is also potential for parking charge revenue to be generated and reinvested within the town, which can contribute towards improved public services and infrastructure.

3.2.3 Option Proposed

The proposed do-something option for implementing parking charges are outlined in section 1.3. The extent and location of these parking proposals can be found in Appendix B in the Council report.

3.3 Option Impact Appraisal

The following section outlines the appraised impacts of the scheme. The STAG Criteria used for appraisal in Scotland have been used as headings to organise the appraisal of scheme impacts. However, a full seven-point qualitative assessment has not been conducted. In addition to the STAG Criteria, the impact of potential revenue generated from the parking charges is also discussed.

3.3.1 Appraisal Methodology

This section provides analysis and appraisal of the expected potential outcomes of introducing the parking management scheme described above. The appraisal has been organised against the five Scottish Transport Appraisal Guidance (STAG) criteria as detailed in the STAG manager's Guide issued in January 2022. These criteria are:

- Environment
- Climate Change

- Health, Safety and Wellbeing
- Economy
- Equality and Accessibility

One of the core principles of STAG is that the level of appraisal detail should be proportionate to the nature and scale of the impacts being studied. In this context, a qualitative appraisal of the parking management proposals is both appropriate and proportionate. In addition, the nature of potential impacts, along with a lack of high-quality and place-specific data sources, makes it inappropriate to attempt to quantify potential impacts. This is because the lack of high-quality data inputs means attempts to quantify impacts associated with the parking measures would be disproportionate and subject to high levels of uncertainty.

The following section therefore summarises the results of a qualitative appraisal of the five STAG criteria and the associated sub-criteria. To support the robustness of the appraisal, suitable research evidence and justification has been provided to underpin the impacts being identified. Impacts have been considered on the seven-point assessment scale specified by STAG, so that the scale of impacts can be understood in context.

The primary method for estimating traffic impacts in the absence of a multi-modal model is based on marginal external costs (MECs). The MEC method is based on the change in these external costs arising from an additional (or removed) vehicle (or vehicle km) on the network. We have extracted MECs value from TAG Table 5.4.2 of the DfT's TAG databook (May 2025 v2.01) to highlight the potential impact of reduced vehicle km's as result of the parking measures.

Table 3-1 shows the MECs in pence per vehicle km by vehicle type. We have assumed Dunbar is classified as the Other Urban category based on the town's characteristics. It is clear from the table that the small reduction in cruising as result of the parking measures may lead to minor monetised impacts in terms of Congestion, Accident, Air Quality, Noise and Greenhouse impacts.

Table 3-1: 2025 - Marginal External Costs by Vehicle based on Other Urban category (pence per vehicle km, 2023 prices, 1 d.p.),

	Cars		LGVs		Rigids (Lorry)		Articulated (Lorry)	
Cost type	**A roads**	**Other Rds**	**A roads**	**Other Rds**	**A roads**	**Other Rds**	**A roads**	**Other Rds**
Congestion (average)	24.1	28.9	45.8	54.9	45.8	54.9	69.9	83.8
Accident	5.0	5.0	5.3	5.3	5.3	5.3	5.3	5.3
Local Air Quality	0.3	0.3	0.9	1.2	0.9	1.2	1.0	1.2
Noise	0.3	0.3	7.3	7.3	7.3	7.3	14.4	14.5
Greenhouse Gases	4.1	4.8	20.0	23.7	20.0	23.7	30.4	37.1

3.3.2 Environment

Only air quality and noise will be applicable to the proposed parking measures. Academic research have shown that increased parking charges in urban centres increases the likelihood of car-users changing modes and using public transport, as well as displaces parking demand to other areas outside of the urban centre[5,6]. The travel behaviour changes will have a **minor positive impact** on air quality and noise impacts.

At a general level, reducing car mode share will broadly reduce vehicular-emissions and improve air quality in Dunbar overall. At place-specific level, displacing vehicles to off-street carparks will reduce the number of vehicles driving onto and around the High Street looking for parking. This would improve local air quality in an area with higher shopping footfall and density of activities, thereby reducing pedestrian exposure to vehicle emissions. The impact on local air quality will also be beneficial on residential streets where a resident permit scheme will be introduced, as external shopping traffic will no longer be able to enter residential areas to park.

3.3.3 Climate Change

As noted above, there is academic evidence to suggest that the introduction of parking charges would support an increase in the share of sustainable transport model used to access the High Street. This is applicable to Dunbar as the compact nature of the town makes the High Street accessible by walking or cycling.

Therefore, the modal shift from cars to other sustainable modes of transport would be expected to reduce greenhouse gas emissions associated with driving. Given the scale of the parking charges being introduced, and the provision of alternative free parking outside of the High Street, the degree of modal shift expected to occur would likely be relatively modest. Therefore, it is expected that the proposed scheme only would have **minor positive impact** on Greenhouse Gas Emissions.

3.3.4 Health, Safety and Wellbeing

Accidents:

It is expected that there would be a minor to moderate beneficial impact on accidents and safety resulted from the introduction of parking management and charges. This impact is expected because the existing strategic context has shown that there some illegal stopping in the High Street and West Port, including on double-yellow lines.

These parking behaviours poses a potential safety risk. This is because illegal parking can impede the flow of vehicular traffic and reduce visibility for both drivers and pedestrians looking to cross the road. In addition, pavement parking (which is prohibited in Scotland), can block pavements and force pedestrians onto the carriageway, creating additional conflict between pedestrians and vehicles.

[5] 'The impact of parking pricing on mode choice' - Natasa Vidovic, Jelena Simicevic (2023)
[6] 'Parking demand and responsiveness to supply, pricing and location in the Sydney central business district' – David A. Hensher, Jenny King (2001)

The proposed parking measures would have the following impact on illegal stopping, thereby reducing the associated safety risks.

- Increased availability of legal stopping and parking places would decrease the attractiveness of stopping in non-permissible locations, as legal spaces are easily available.
- Increased enforcement action and presence of parking officers would act as a deterrent for illegal parking.

Minor beneficial impacts are expected. This is because the scale of the existing illegal parking problem is substantial, and the likely impact of regular enforcement of parking measures and kerbside restrictions.

Health Outcomes

As noted above, academic research has shown that increased parking charges in urban centres increases the likelihood of car-users changing modes. It is expected that some of the mode-shift would be towards active travel modes, mainly walking and cycling. This is expected as Dunbar is a compact town and most of the residential areas are within 15 minutes walking or cycling distance from the town centre.

It is well understood that increasing the uptake of walking and cycling at a population level can have substantial health and wellbeing benefits. Given the scale of the parking charges being introduced, and the provision of alternative free parking outside of the High Street, the degree of modal shift to walking and cycling expected to occur would likely be relatively modest. Additionally, the uptake of walking and cycling is highly dependent on the presence of safe, comfortable, and convenient active travel infrastructure. Overall, this means that parking measures alone are unlikely to drive a major modal shift towards walking and cycling, and therefore only **minor beneficial impacts** are expected.

Access to Health and Wellbeing Infrastructure

The following health and wellbeing facilities in Dunbar town centre were identified as potentially being impacted by the introduction of parking management measures.

- Dunbar Medical Centre – provides comprehensive medical, nursing, and healthcare services.
- Bleachingfield Centre - A hub for various youth activities including:

A 5 minute max stay duration restriction is proposed for the Bleachingfield Centre car park with provision for facility users to be exempted from the length of stay restriction. Therefore, there is not expected to be any impact on facility users accessing this car park. Dunbar Medical Centre has its own designated car park and this will not be impacted by the proposed measures. Therefore, there is not expected to be any impact on access health and wellbeing infrastructure because of the parking proposals.

3.3.5 Economy

The economy criteria is divided into two sub-criteria, namely Transport Economic Efficiency and Wider Economic Impacts. The following section will describe the outcomes of the qualitative appraisal of these two sub-criteria.

Transport Economic Efficiency

Transport Economic Efficiency (TEE) refers to the benefits typically captured in cost-benefit analysis, such as travel time savings, user and provider impacts, travel time reliability. The current parking situation in Dunbar is causing increased congestion and travel delay, as drivers cruise to find suitable parking. When drivers cannot immediately find a vacant parking space, they are likely to drive and circle around the town for a parking space. This in turn increases the amount of traffic on a road and adds additional pollution to a town centre. One academic model suggests that cruising for a free parking space can reduce efficiency[7]. Similarly, commercial vehicles often require space to load/unload closer to their destinations, as delivering large cargo is more cumbersome. This would result in excess cruising for commercial vehicles as they have more specific requirements for parking.

However, if a parking fee is implemented at the optimal level to discourage cruising, then there are no welfare losses recorded. This allows for an authority to collect revenues with no burden at all[8]. The model in Figure 6.1 shows how a parking fee being implemented at an optimal level can reduce the level of cruising, so no welfare losses are recorded. This would allow Dunbar to collect revenue with no burden at all.

Panel A of Figure 6.1 shows the current cost of driving to town means that demand for parking in the town centre is exceeding supply. Because supply is limited, the difference between the maximum supply and the actual demand creates inefficiency in the form of drivers cruising around for spaces. If parking charges were introduced, demand for parking in the town centre would fall to the same level as the supply. The economic inefficiency caused by cruising would be eliminated and the value of that inefficiency turned into additional parking charge revenue for East Lothian Council instead.

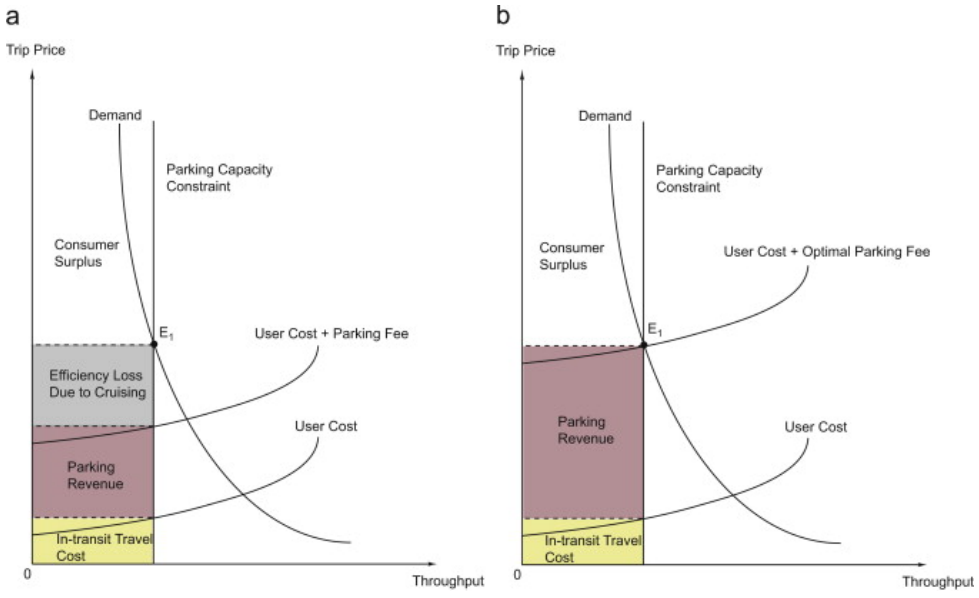

Figure 3-1: Economic model of optimal parking charge levels[9]

[7] 'An integrated model of downtown parking and traffic congestion' - Richard Arnott, Eren Inci (2006), pp. 418-442
[8] 'A review of the economics of parking' - Eren Inci (2015)
[9] 'A review of the economics of parking' - Eren Inci (2015)

This, however, needs to be implemented across both on street and off-street parking. This is because off-street parking would be considered a perfect substitute as it would be cheaper. If suitable alternative parking is not provided, drivers will continue to look for the cheapest parking options, which could lead to cruising[10].

Given the scale of the parking measures being introduced, and that driving to the town centre is expected to be more likely to be displaced rather than eliminated, a **minor positive impact** is expected.

Wider Economic Impacts

In the context of Dunbar and the proposed parking measured, the most likely area of wider economic impacts would be on tourism, shopper numbers and economic viability of existing businesses. On this measure, it is expected that would be either a neutral or minor beneficial impact on visitor numbers and subsequently high street economic viability.

A review of academic evidence notes that there was no systematic relationship between parking provision and the economic performance of urban centres[11]. Academic evidence suggests that when new parking charges are introduced in urban centres, many more drivers prefer to switch modes or parking locations than to change trip destination or avoiding travel entirely[12,13,14]. Furthermore, it is worth noting that shoppers and visitors are typically less sensitive to parking charges than people driving for work[15]. This makes sense, as commuters would be regularly required to pay for parking for the duration of their work day, whereas shoppers are generally more flexible and not impacted by charges every day. Overall, this evidence suggests the impact of parking charges on the number of shoppers is likely to be neutral.

It is acknowledged that there is often concern among residents and businesses that the introduction of parking charges will cause people to choose to avoid visiting the town centre or choose to travel to other destinations to shop. The High Street is characterised by “pop-in” discretionary spending, and the introduction of charges could be perceived as a deterrent, potentially shifting consumer behaviour toward out-of-town retail centres or online shopping.

Dunbar is a tourism-dependent town, with attractions like the John Muir Birthplace and coastal trails. There is fear introduction of parking charges is likely to discourage day-trippers and short-stay visitors, especially those unfamiliar with the area or unwilling to navigate new parking rules. Key attractions like John Muir Country Park, Dunbar Leisure Pool, and East Links Family Park rely on car-borne visitors. Parking charges near these sites could reduce footfall, especially among price-sensitive groups.

---

[10] ‘Regulating on-street parking’ - Edward Calthrop, Stef Proost (2006)
[11] ‘The evidence base for parking policies—a review’ - Greg Marsden (2006)
[12] ‘The impact of parking pricing on mode choice’ - Natasa Vidovic, Jelena Simicevic (2023)
[13] ‘Parking demand and responsiveness to supply, pricing and location in the Sydney central business district’ – David A. Hensher, Jenny King (2001)
[14] ‘The effect of parking charges and time limit to car usage and parking behaviour’ - Jelena Simićević, Smiljan Vukanović, Nada Milosavljević (2013)
[15] ‘The effect of parking charges and time limit to car usage and parking behaviour’ - Jelena Simićević, Smiljan Vukanović, Nada Milosavljević (2013)

However, the controlled parking measures proposed aim to increase availability of short-stay spaces in the town centre, making it easier for visitors to access shops and services. Properly managed parking can reduce illegal or inconsiderate parking, improving safety and aesthetics in key visitor areas[16]. Public realm improvements such as cleaner streets, better lighting, landscaping, and safer streets can make town centres and visitor areas more attractive and welcoming. These enhancements can increase footfall by drawing in more visitors who might otherwise bypass less appealing destinations.

Additionally, although there is often concern from local businesses on the impact of parking charges on footfall and economic viability of local high street, there is evidence to suggest these impacts are often overestimated. Businesses often overestimate how many customers travel by car to reach them[17], with some overestimating the share of shoppers coming by car by as much as 400 percent [18].

The proposed parking measures in Dunbar will generally improve the availability and provision of parking by organising parking by duration. This has the impact of making the High Street an easier and more coherent place for drivers to find parking. The proposed 45-minute free parking period on the High Street would increase parking turnover and availability here. A review of existing research has shown that increasing parking turnover can increase visitor numbers to local centres[19]. Additionally, improving the organisation and ease of finding parking would improve the overall access experience for shoppers, potentially increasing visitor numbers.

However, there is a degree of uncertainty that must be acknowledged. The economic viability and vitality of the High Street is influenced by many interacting factors beyond the availability and price of parking. Importantly, parking is not the only consideration for people choosing whether to visit a particular High Street. If the mix of shops and services, along with quality of street environment, are poor, then parking provision is unlikely to be the major constraint to visitor numbers[20].

Assuming external economic factors remain constant, it would be expected that the impacts on the parking measures on wider economic factors would either be **neutral or have minor beneficial impacts**.

3.3.6 Affordability

The introduction of parking charges will reduce the affordability of driving into the town centre. However, the negative impact of parking charges is balanced by a range of parking provisions being proposed. This includes a 45-minute free parking period on the High Street, Delisle Street and the east section of Countess Road, cheaper medium-stay and long-stay parking in surrounding carparks and free medium-stay parking in Lauderdale car park just outside of the High Street. These provide a range of alternative parking provisions that are either relatively affordable or free of charge. Therefore,

[16] Evidence topic: Public realm - What Works Growth
[17] 'Parking Policy' in Parking Issues and Policies (Chapter 2) - Greg Marsden (2014)
[18] 'The relevance of parking in the success of urban centres - A review for London Councils' - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)
[19] 'The relevance of parking in the success of urban centres - A review for London Councils' - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)
[20] 'The relevance of parking in the success of urban centres - A review for London Councils' - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)

there is expected to be only a **minor negative impact** on the affordability of driving into Dunbar town centre.

3.4 Value for Money Assessment

Based the information provided in the Financial Case (section 3), the proposed parking charges in Dunbar are financially positive. For the 10-year modelled period, the financial model forecasts the income collected from the parking management measures will exceed both the initial capital costs and annual operational costs. However, the model is indicating on a broader level that the management income will likely exceed costs, with surplus revenue over the 10-year period of approximately **£10,000 per annum** (including risk allowance).

The high levels of surplus generated by the scheme may allow East Lothian Council to invest significant amounts into their public services, infrastructure in the town, and the maintenance of parking facilities. This will have positive impacts as investment will make Dunbar town centre a more attractive for people to visit, increasing local consumer spending, and providing a boost to the local economy.

In addition to financial analysis, Table 6-2 provides a summary of the relevant appraised impacts of the proposed parking measures. Overall, this table shows that positive impacts are expected across most STAG criteria and sub-criteria. The key positive impacts are expected to be improved local air quality, improved road safety on the High Street, reduced in travel delay and congestion, positive impacts on East Lothian Council budgets, an accessibility for disabled blue badge drivers and drivers with reduced mobility.

There were several sub-criteria, namely access to Health and Wellbeing Infrastructure, and Wider Economic Impacts, where appraised impacts are expected to be at least neutral. There were some negative impacts expected in terms of affordability and accessibility for car-dependent economically deprived groups. However, the impacts were balanced by the affordable and free alternative parking provision being proposed so the scale of the impact would only be minor.

Table 3-2: Summary of Appraisal Impacts

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale		Description
Environment	Air Quality	+	Minor positive impact	Parking charges are expected to: • Reduce driving mode share for trips to and around the High Street, reducing vehicular emissions. • Lead to more drivers choosing to park in the off-street carparks outside of the High Street, thereby not driving right into the centre of town where footfall is highest. • Reduce the amount of time drivers spend cruising around the town centre looking for a parking space, reducing vehicular emissions.
Climate Change	Greenhouse Gas Emissions	+	Minor positive impact	
Health, Safety and Wellbeing	Accidents	+	Minor positive impact	There is currently some illegal stopping in the High Street and West Port, including on double-yellow lines. Increased parking availability would decrease the attractiveness of illegal stopping locations, and increased enforcement would act as a deterrent.
	Health Outcomes	+	Minor positive impact	Parking charges will likely result in some people who previously drove to the High Street to switch to walking or cycling instead, bringing associated health benefits.
	Access to Health and Wellbeing Infrastructure	0	Neutral / No Impact	Current parking proposals include provision for Bleachingfield Centre users to be exempted from parking charges. Dunbar Medical Centre is not impacted.
Economy	Transport Economic Efficiency	+	Minor positive impact	In terms of travel delay and congestion: • Increasing parking availability will mean drivers can easily find a suitable parking space, thereby reducing travel delays and congestion associated with cruising around town looking for parking.
		++	Moderate positive impact	In terms of public expenditure and revenue for East Lothian Council: • East Lothian Council is expected to recuperate capital and operational costs for the parking management measures with the revenue from parking charges, enforcement notices, and permit sales. • The council is forecast to have a surplus of around £10,000 per annum from the parking management measures.
	Wider Economic Impacts	0	Neutral impact	In terms of impacts on High Street economic viability, the following issues were noted: • Current evidence suggests that existing drivers are more likely to switch modes or parking locations than to forgo travel altogether, meaning neutral/no impacts on shopper numbers.

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale		Description
				• Controlled parking measures proposed aim to increase availability of short-stay spaces in the town centre, making it easier for visitors to access shops and services • Improved parking provision and organisation would make it easier to find appropriate parking, thereby improving the offering for shoppers to the High Street. This would have a positive impact on shopper numbers. • There is no systematic relationship between parking and town centre economic performance. There are many other factors impacting the High Street.
Equality and Accessibility	Comparative Access by People Group	++	Moderate positive impact	For disabled persons and people with reduced mobility: • Increasing turnover and availability of parking on the High Street and surrounding streets will mean disabled drivers with blue badges or those with reduce mobility more broadly can more easily find parking closer to their destination. • Increasing parking enforcement will reduce illegal pavement parking and prevent blocking of pavement for people walking or wheeling.
		-	Minor negative impact	For car-dependent economically deprived groups: • The increased cost for parking directly could reduce their access. This impact is strongly counter balanced by affordable and free parking alternatives within a short walking distance.
	Affordability	-	Minor negative impact	The negative impact of parking charges is counter balanced by a range of affordable and free parking provisions being proposed within a short distance of the High Street.

4 Financial Case

4.1 Financial appraisal

4.1.1 Introduction

East Lothian Council commissioned Stantec to develop a financial model to assess the income and cost implications of proposed parking orders in North Berwick. This model was developed in 2024 using the Flexible, Appropriate, Structured, and Transparent (FAST) financial modelling standard. FAST is a set of guidelines and best practices used in financial modelling and data analysis.

The FAST standard is designed to produce models that are both easy to create and simple to understand, enhancing their reliability and usability. The model for North Berwick was developed with the intention of being easily adaptable to assess parking measures in other towns. As such, the existing North Berwick model has been updated and used to assess the income and cost implications of the Preferred Parking Management Proposals for Dunbar.

Appendix F – Technical Note – Dunbar Parking Financial Model outlines how the income and cost implications of the Dunbar parking proposals have been estimated. Since the development of the financial model for North Berwick, several minor updates / improvements to the model have been undertaken. The detail of these can be found in the technical note.

4.1.2 Capital Costs

The capital costs are based on the following items and assumptions shown in Table 4-1. In the financial model, a 23% adjustment has been applied to all capital costs to reflect potential risks. This is based on guidance outlined in the DfT's TAG unit A1-2. The unit suggests an optimism bias adjustment must take an 'outside view' where the uplift amount is based on statistical modelling of similar projects such as using reference class forecasting (RCF). Our assumption uses the P(Mean) value at Outline Business Case stage for Road projects from the DfT's Optimism Bias workbook.

Table 4-1: Capital Cost Assumptions

Capital Cost	Unit Cost (£)	Number of Units (If Applicable)
Parking Charge Machines	4,100	20
Works associated with parking charge machines	5,000	20
Cost of signs and road markings per kilometre of kerb	550 per km	0.5 km
ANPR Cameras[21]	15,000	-
Office fit out, furnishings, and telephone connections	5,250	-
IT Equipment (PCs and Printers)	1,675	-
IT Equipment (HCCT Printers, cameras, and phones)	1,722	-
Publicity around new parking orders	2,000	-

[21] ANPR Cameras are proposed to be installed at Loch Centre and The George Johnstone Centre car parks with users registering their number plate inside the facilities.

Capital Cost	Unit Cost (£)	Number of Units (If Applicable)
Training Costs	This is already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs	

4.1.3 Operational Costs

The operating costs are based on the following items and assumptions in Table 4-2. In the financial model, a 23% adjustment has been applied to all operational costs to reflect potential risks, reflecting the same approach taken for the capital costs.

Table 4-2: Operational Cost Assumptions

Capital Cost	Unit Cost Per Annum (£)	Number of Units (If Applicable)
Parking attendants	25,960	3
Consumables (fuel, office supplies, replacement uniforms etc.)	10,357	-
Parking Attendant Uniforms	500	3
Small van leases	£200 per Parking Manager is already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs.	
Notice processing software (SiDem)	These are already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs.	
Client account manager		
Enforcement manager		
Operations support manager		
Business intelligence analyst		
IT officer		
Training Officer		
Admin Assistant		
Senior Area Officer Grade 10	£65,826	To be split equally across the 5 towns in East Lothian where parking measures are proposed.
Area Officer Grade 8	£50,572	
Back-office processing	13,183	-
Adjudication Service	868	-
Unexecuted Bailiff Actions	1,120	-
DVLA correspondence and owner tracing	120	-

Table 4-3 shows the expected capital and annual operating costs of the Preferred Parking Management Proposals for Dunbar.

Table 4-3: Forecast Capital and Annual Operating Costs for Parking Measures in Dunbar

Cost Type	Cost Type (Breakdown)	Core Scenario		
		Year 1 Capital Costs	Annual Operational Costs	10yr Total Modelled Costs
Capital Cost	Excluding Risk	160,000	-	160,000
	Including Risk	**196,000**	**-**	**196,000**
Annual Operating Costs	Excluding Risk	-	133,000	1,326,000
	Including Risk	**-**	**163,000**	**1,631,000**
Totals	Excluding Risk	-	-	1,486,000

Cost Type	Cost Type (Breakdown)	Core Scenario		
		Year 1 Capital Costs	Annual Operational Costs	10yr Total Modelled Costs
	Including Risk	-	-	1,827,000
	Values rounded to nearest thousand			

4.1.4 Funding

It assumed that the capital cost will not be initially independently financed through the measures itself. Instead, it is likely to be integrated into the Council's wider capital borrowing strategy. Capital costs will be financed through borrowing from the Council's general capital fund. Revenue generated from the parking measures (e.g., pay-and-display income, penalty charges) is then used to offset the annual financing costs of that borrowing - typically interest payments and principal repayments.

The introduction of parking management measures in Dunbar is designed to be financially self-sustaining. Operating costs associated with enforcement, maintenance, signage, and administration will be covered through the revenue generated from parking charges.

4.1.5 Revenue

Table 4-4 outlines the key assumptions used in the calculation of parking revenue in the Dunbar financial model. Where possible, assumptions have been based on survey or census data. In other cases, professional judgement has been used to determine the most suitable values for forecasting.

Table 4-4: Key revenue assumptions

Revenue Source	Revenue Factor	Data Source or Assumption
Parking Charges	Number of spaces	On-Street Spaces Sections of street where parking would be permitted were mapped and length of kerbs measured using GIS software. The number of available spaces was estimated by dividing the relevant kerb length by six metres for parallel parking spaces and 2.75 metres for bay parking spaces. Virtual review on Google StreetView were performed to check the estimations were close to the observed number of spaces. Off-Street Carparks: The number of spaces was determined through a virtual audit on Google StreetView.
	Average stay duration per user	Based on professional interpretation of parking surveys conducted in December 2021 and the likely impact of new parking measures on stay durations.
	Seasonal parking utilisation rate	Based on parking spot-check surveys conducted in Cupar from January 2022 to October 2023.
	Utilisation rate by charging zone or carpark	Based on the median occupancy from off-street and on-street parking surveys conducted in December 2021. The median occupancies observed were adjusted downwards by 15% for use in the financial model. This is to reflect uncertainty and account for any potential optimism bias the parking model assumptions. Utilisation for overnight parking at the Leisure Centre car park has been set to 0%, meaning no users are expected to use this car park overnight. This is based on a professional

Revenue Source	Revenue Factor	Data Source or Assumption
		judgement that uptake on the overnight parking offer will likely be very low.
	Displaced parking adjustment factor	A factor set to reduce parking demand based on parking displaced to other areas without charges because of the parking measures. Set to 95%.
	Mode shift adjustment factor	A factor set to reduce parking demand that would be displaced to other modes because of the parking measures. Set to 95%.
	Parking charge regimes to and operational hours	Based on high level management proposals as of the end of July 2025. Daytime parking charges are to be applied Monday to Sunday. Overnight parking at the Leisure Centre car park will be applied 19:00pm to 07:00am on Monday to Sunday.
Enforcement Charges	Parking infringement rates for over-staying and non-payment	Set at 2% of all users. Based on professional judgement and more conservative estimation of potential infringements to be expected.
	Enforcement Levels	Set at 5% of all infringements. Based on professional judgement on the number of parking infringements that would be issued Penalty Charge Notices.
	Income Per PCN	Set at £50, which is the 50% discount rate for early payment of a PCN.

Table 4-5 outlines the expected annual income for the Preferred Parking Management Proposals for Dunbar. By reviewing the model outputs, the following observations have been noted:

- Most of the parking charge revenue is expected to come from the off-street parking locations. This is because we have estimated that drivers using the short-stay parking on the High Street will park within the free 45-minute period and not need to pay for parking. This means parking revenue from on-street locations will be lower as no revenue has been forecasted from the short-stay on-street locations.
- Revenue from parking enforcement is expected to be higher from on-street parking locations and off-street parking. In the model, the number of infringement notices expected is based on a percentage of forecast users of a particular parking area. Therefore, due to the higher turnover of users expected in the short-stay High Street area, the model forecasts there will be more infringement notices issued in this area.

Table 4-5: Forecast Income from Parking Measures in Dunbar

Parking Location	Income Source	Core Scenario	
		Annual Income, £	10yr Modelled Income, £
On Street	Parking	38,000	380,000
	Enforcement Income	30,000	296,000
	Total	**68,000**	**676,000**
Off-Street	Parking	117,000	1,171,000
	Enforcement Income	9,000	85,000
	Total	**126,000**	**1,257,000**
Combined Total (On Street + Off Street)	Parking	155,000	1,551,000
	Enforcement Income	38,000	381,000
	Combined Total	**193,000**	**2,932,000**
Values rounded to nearest thousand			

4.1.6 Income position

For the 10-year modelled period, the financial model forecasts the income collected from the parking management measures will exceed both the initial capital costs and annual operational costs. Although the model shows forecasted outputs down to the nearest pound, the level of detail and assumptions used in the models means it is inappropriate to interpret these values as exact forecasts. However, the model is indicating on a broader level that the management income will likely exceed costs, with surplus revenue over the 10-year period of approximately **£10,000 per annum** (including risk allowance).

4.2 Risks and Uncertainties

There are financial risks and uncertainties that can occur from the proposed parking charges. The most significant ones to consider are outlined below:

- High inflationary impacts which could result in significant increases in both capital and operational costs.
- The levels of enforcement are not high enough, leading to revenue leaks and the scheme not generating the expected levels of revenue.
- Parking charges could lead to a significant reduction in drivers around Dunbar causing the scheme to result in a financial loss as the levels of revenue will not be close to what is expected.
- If technological issues were to occur with the parking charge equipment this could delay or limit the amount of revenue collected.

5 Commercial Case

5.1 Service requirement and output

East Lothian Council has entered into a strategic joint procurement arrangement with City of Edinburgh Council, Midlothian Council, and Highland Council to commission Marsden Holdings Ltd (trading as NSL Services) for the provision of comprehensive parking management and decriminalised enforcement services.

The joint contract provides a robust and flexible route to market for a wide range of parking-related services, including but not limited to:

- On-Street Enforcement Services: Deployment of Civil Enforcement Officers to monitor and enforce parking regulations.
- Car Pound Services: Vehicle removal and storage operations for illegally parked or abandoned vehicles.
- Pay and Display Services: Installation, maintenance, and management of pay and display infrastructure.
- Suspension and Dispensation Services: Temporary changes to parking restrictions to accommodate events, construction, or other local needs.
- Lining and Signing Services: Road marking and signage installation to support enforcement and improve user compliance.
- Cashless Parking Services: Digital payment solutions to enhance customer convenience and reduce cash handling risks.
- Permit Services: Administration of residential, business, and visitor parking permits.
- Back-Office Support Services: Data management, reporting, and administrative support to ensure operational efficiency.
- Notice Processing Services: Handling of Penalty Charge Notices (PCNs), including appeals and payment processing.
- Online Services: Web-based platforms for permit applications, payments, and customer service interactions.
- Foreign Debt Collection Services: Recovery of unpaid PCNs issued to non-UK registered vehicles.

This procurement model not only streamlines service delivery but also fosters innovation and continuous improvement through shared performance monitoring and supplier engagement. The commercial arrangement is underpinned by a framework that allows for scalability, adaptability to local policy changes, and alignment with broader transport and environmental objectives.

Service review and re-organisation will be necessary as increased feedback on the parking service will require staff enhancement. Staff allocations are already in place to parking design and technical support, on street enforcement and management but further consideration of the management and contract administration might be necessary due to the increased volume and responsibility.

5.2 Procurement Strategy and route

The collaborative procurement arrangement delivers a range of strategic, operational, and financial benefits that strengthen the commercial viability and long-term sustainability of parking management services. This procurement model not only streamlines service delivery but also fosters innovation and continuous improvement through shared performance monitoring and supplier engagement.

Using an existing joint procurement framework reduces the time, cost, and complexity associated with running separate tenders. It ensures compliance with public procurement regulations while accelerating service mobilisation. Close working practices with neighbouring authorities and consistency of delivery through term contract arrangements are considered best value for East Lothian.

Use of a single overarching supplier for procurement of services allows better collaboration of resources to minimise waste and delay in operation. A single route has demonstrated value for money with multiple elements outsources to neighbouring authorities. Machine installation, planning and programming of activities are co-ordinated through the single contract that allows for economy of scale purchases.

5.3 Risk allocation

Risk allocation is managed through the dedicated risk register, which records all identified risks issues assumptions and dependencies along with their assigned owners, both internal teams and external stakeholders. Each risk is assessed and rated for likelihood and impact providing a consistent basis for monitoring and mitigation. A risk allocation matrix is applied to ensure that risks are appropriately transferred or shared with the sector best place to manage them, while maintaining clear accountability through our governance arrangements.

The joint procurement model introduces a range of commercial, operational, and strategic risks that must be actively managed to ensure successful delivery and long-term sustainability. However, the collaborative nature of the arrangement also provides a strong platform for risk mitigation through shared governance, pooled expertise, and contractual safeguards. Shared procurement reduces individual council exposure to procurement and operational risks. Contractual risks such as supplier failure, service disruption, or legal challenges are mitigated through joint oversight and contingency planning.

5.4 Contract arrangements and any personnel implications

Since 2018, East Lothian Council has participated in the City of Edinburgh Council (CEC) parking services contract, a term maintenance agreement designed to deliver decriminalised traffic and parking enforcement services. This contract has provided a comprehensive framework for both frontline enforcement and back-office support, enabling East Lothian to implement consistent, scalable, and legally compliant parking management across its jurisdiction.

The contract includes provisions for:

- Decriminalised Parking Enforcement: Civil Enforcement Officers (CEOs) deployed to enforce parking regulations across designated areas.

- Back-Office Support: Processing of Penalty Charge Notices (PCNs), appeals, complaints, and customer service functions.
- Permit Management: Administration of residential, visitor, and business parking permits.
- Operational Flexibility: Reactive deployment of enforcement resources based on local needs and seasonal demand.

The second-generation contract is scheduled to commence on **1 October 2025**, building on the strengths of the existing arrangement while addressing evolving service requirements and community expectations.

Key Contractual Requirements

The new contract will need include enhanced provisions to ensure the service remains responsive, equitable, and effective. These include:

1. **Staffing and Coverage**
    - Maintain appropriate staffing levels to deliver seven-day enforcement across Dunbar and other designated towns in East Lothian.
    - Ensure targeted enforcement during school journey times to support road safety and reduce congestion.
    - Provide seasonal and event-based coverage along the coastal areas, particularly during peak tourism periods.
    - Address indiscriminate and dangerous parking, including enforcement against double pavement parking and obstruction of pedestrian routes.
2. **Back-Office Operations**
    - Ensure timely and accurate processing of PCNs, including issuance, appeals, and payments.
    - Respond to public complaints and inconsistencies in notice serving with transparency and fairness.
    - Maintain robust data management systems to support auditability and legal compliance.
3. **Permit Administration**
    - Deliver consistent and user-friendly permit management, including application processing, renewals, and system guidance.
    - Provide clear advice and support to residents and businesses regarding permit eligibility and usage.
4. **Community Responsiveness and Public Safety**
    - Ensure parking services are reactive to local needs, including temporary restrictions, event support, and emergency access.
5. **Performance Monitoring and Continuous Improvement**
    - Embed Key Performance Indicators (KPIs) and service-level benchmarks to monitor delivery and drive improvements.
    - Facilitate regular contract review meetings with East Lothian Council to assess performance and address emerging issues.

6. **Technology and Innovation**
    - Support integration of digital tools, such as mobile enforcement apps, online permit portals, and data analytics platforms.
    - Enable future enhancements, including ANPR (Automatic Number Plate Recognition) and real-time reporting dashboards.

6 Management Case

6.1 Programme/project management governance arrangements

The East Lothian Parking Programme is a significant investment and will require robust governance with dedicated project management resources operating under strong project management principles. The day-to-day management of the programme will be undertaken by East Lothian Council, overseeing its appointed consultants and contractors as outlined in. The arrangements are the same for each of the towns in programme.

The Parking Management Review Board is made up of representatives from East Lothian Council across the relevant teams. Table 6-1 below shows the makeup of the Project Board as currently understood.

The Project Sponsor/Project Director for the scheme is Tom Reid. The Sponsor is accountable for the project meeting its objectives, delivering the projected outcomes and realising the required benefits. The day-to-day management of the project is led by Peter Forsyth as described below in Table 6-2. This follows an established structure that has been used by East Lothian for delivery of North Berick Parking Measures.

Table 6-1: East Lothian Parking Review Board

Name	Position
Tom Reid (*Chair*)	Head of Infrastructure
Keith Dingwall	Head of Development
Carlo Grilli	Service Manger – Legal and governance
Alan Stubbs	Service Manager for Roads
Peter Forsyth	Project Manager – Growth & Sustainability
Liz Hunter	Senior Road Officer
Grant Talac	Transport Planning Officer
Eamon John	Head of Communities and Partnerships
Ian King	Team Manager, Asset and Regulatory (Roads)
David Henderson	Service Manager – Service Accounting
Jamie Baker	Service Manager – Economic development
Stewart Cooper	Service Manager – Communications
Charlann Peggie	Senior Project Officer - Transformation and Digital Team

Table 6-2: East Lothian Parking Review Project Team - Roles and Responsibilities

Role	Responsibility	Name	Position
Project Sponsor/Project Director	Project sponsor – oversight of project delivery	Tom Reid	Head of Infrastructure
Senior Responsible Officer(s)	Project manager (Growth and sustainability) – delivery of parking management interventions across county.	Peter Forsyth	Project manager – growth and sustainability
	Support Project manager in delivery of parking management interventions	Liz Hunter	Senior Road Officer

Role	Responsibility	Name	Position
	Assist project manager in business planning for parking management.	Charlann Peggie	Senior Project Officer (Transformation and Digital Team)
	Assist project manager in demand management and supply assessment	Joseph Appiah	Roads officer
Finance Manager(s)	Capital finance support	Michelle Ritchie	Corporate accountant
	Revenue finance support	Matthew Conlon	Interim Principal Accountant
Supplier(s)	Parking enforcement service	NSL Services	
	TIM manufacture and delivery	IPS Services	
	Signs and Lines	NSL / Pheonix Services	
	Parking design and implementation support	Stantec	

6.2 Change and contract management

Material changes are identified, managed and authorised through the parking Board. Communication plan will require timing of change and instruction to stakeholders and the public.

Effective contract and change management are essential to ensuring that the parking services contract delivers its intended outcomes, remains responsive to evolving needs, and maintains legal and commercial integrity throughout its lifecycle. East Lothian Council has established robust arrangements to oversee both the operational delivery and strategic evolution of the contract.

Contract Management Framework

The parking services contract will be managed under a structured framework that includes:

- **Designated Contract Manager**: A senior officer within East Lothian Council will be appointed as the Contract Manager, responsible for day-to-day oversight, supplier liaison, and performance monitoring.
- **Performance Monitoring**: The contract includes a suite of Key Performance Indicators (KPIs) and Service Level Agreements (SLAs) covering enforcement coverage, PCN processing times, permit administration, customer service responsiveness, and system uptime. These are reviewed monthly and reported quarterly.
- **Supplier Relationship Management**: Regular engagement with NSL Services is maintained through scheduled review meetings, issue resolution sessions, and collaborative planning workshops.

Change Management Process

To ensure the contract remains fit for purpose and responsive to local needs, East Lothian Council will implement a formal change management process:

- **Change Control Procedure**: All proposed changes to the scope, service levels, or delivery model will be submitted through a documented change request form. This includes justification, impact assessment, cost implications, and proposed timelines.

- **Evaluation and Approval**: Change requests are evaluated by the Parking Review Board. Legal and procurement teams are consulted to ensure compliance with contract terms and public procurement regulations.
- **Implementation Planning**: Approved changes are implemented through a structured plan, including stakeholder communication, operational adjustments, and system updates. Progress will be tracked through a change log and reviewed at contract meetings.

6.3 Benefit realisation arrangements

East Lothian established a transformation programme in 2016, aimed at the Council becoming more efficient, effective, transparent, and accountable, which in turn can lead to better services for citizens and a more sustainable future. The East Lothian Transformation Strategy 2024-2029 aims to build on those ambitions and achievements, while making it applicable to the 2024 operating environment.

A benefits realisation plan is in place to ensure that all anticipated benefits of the strategy are clearly identified, planned, record, tracked and effectively managed. The plan sets out the method for capturing expected outcomes, establishing measures of success, and monitoring progress against delivery. We have assumed a timeline of 3 to 5 years for achieving the benefits identified for the parking measures in Dunbar.

Benefits will be reviewed and reported through established governance through the Transformation Board providing assurance that they remain on track and enabling timely action where risks to delivery are identified.

Figure 6-1 outlines a visual map of benefit dependencies for the East Lothian Parking Review Programme. Figure 6-2 outlines a visual map of expected benefits to be realised for the Programme and their alignment with the wider council objectives and priorities.

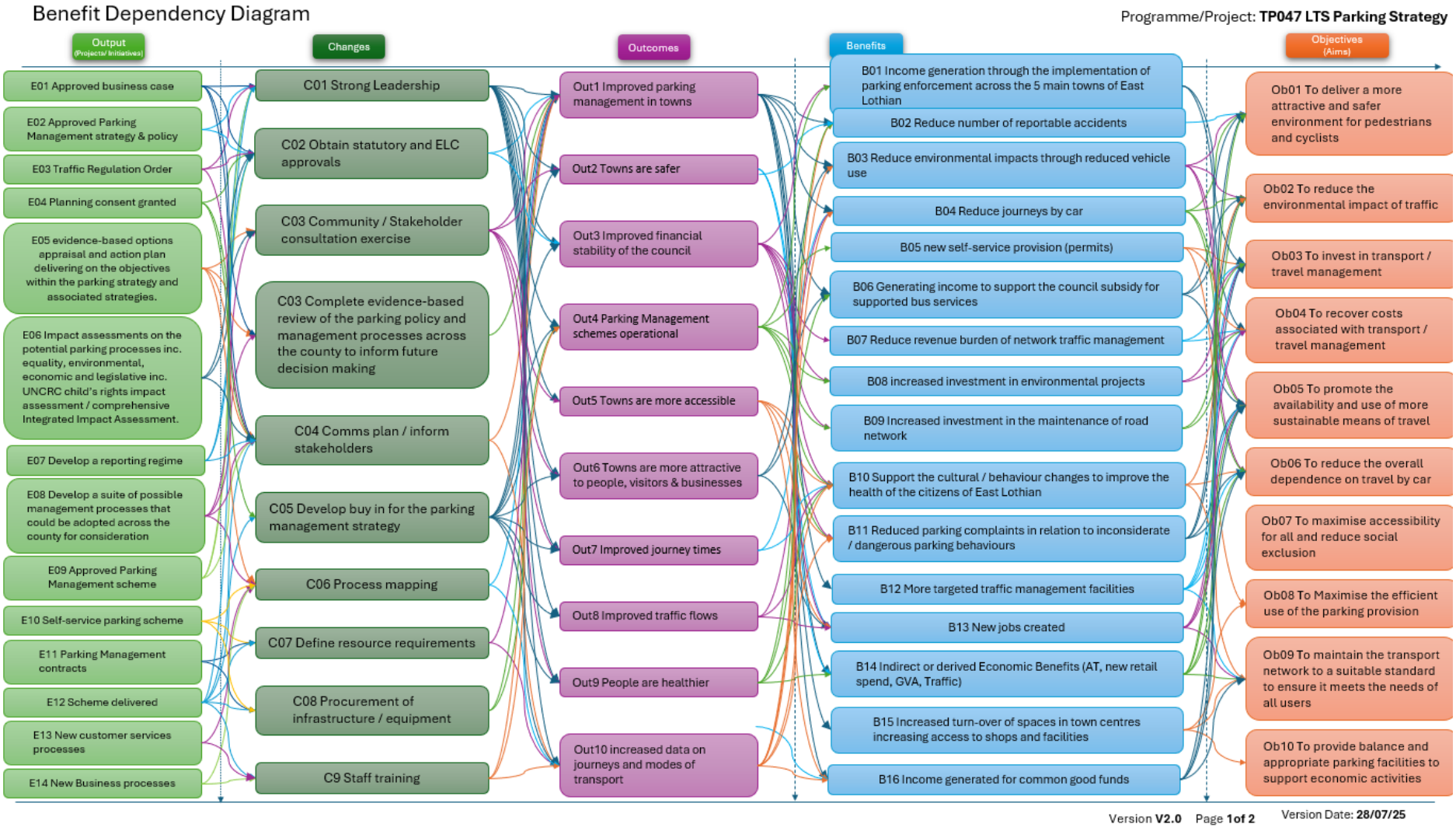

Figure 6-1: East Lothian Parking - Benefits Dependencies

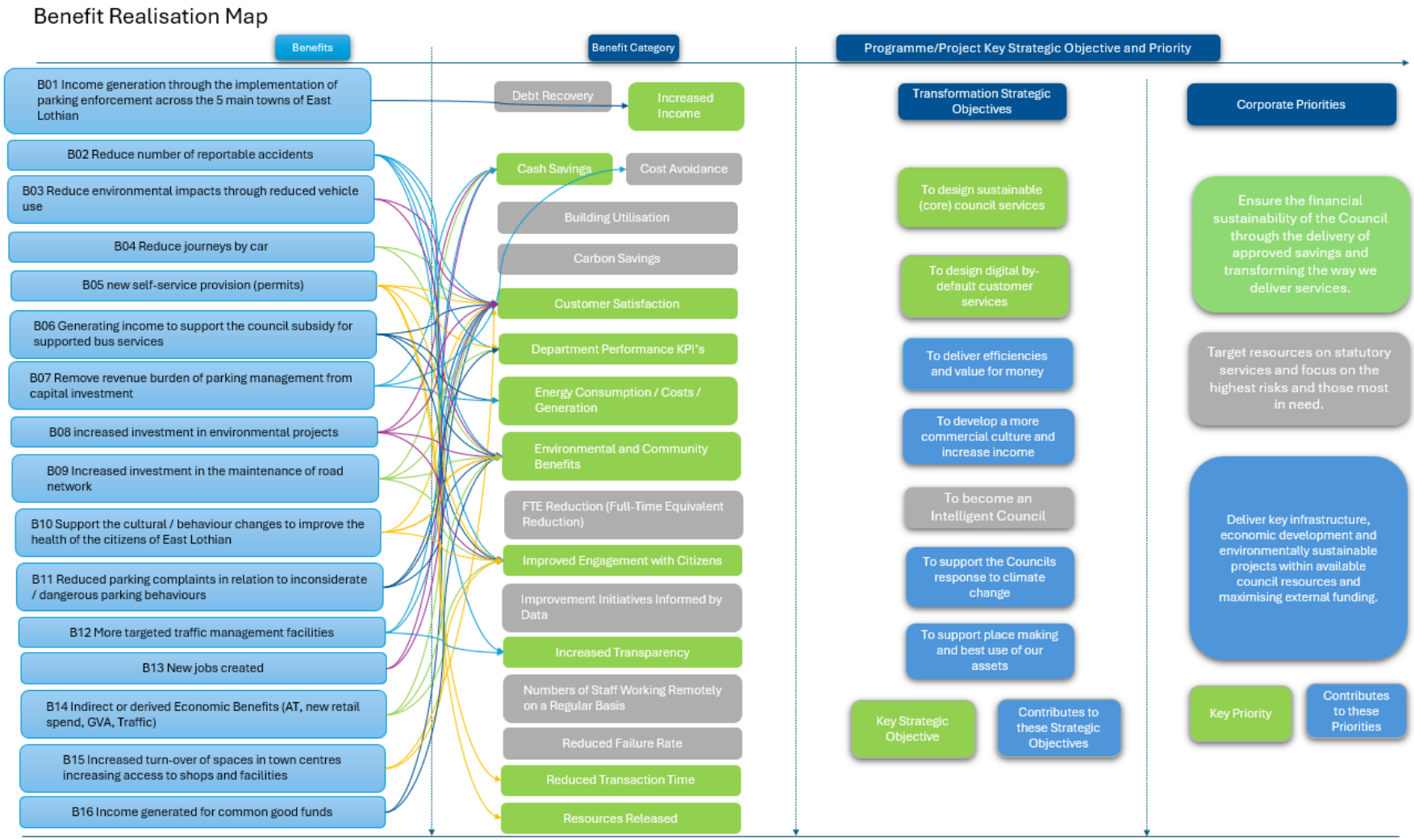

Figure 6-2: East Lothian Parking - Benefits Realisation Map

6.4 Risk management arrangements

Risk management is a continual process involving the identification and assessment of risks and the implementation of actions to mitigate the likelihood of them occurring and the impact if they did. The approach to risk management will be proportionate to the decision being made or the impact of the risk, to enable the Council to manage risks in a consistent manner, at all levels.

Key to effectively mitigating risks is to develop a series of well-defined steps to support better decision-making through an in-depth comprehension of the potential risks inherent in a scheme and their likely impact. HM Treasury Green Book recommends a four-stage process which is broadly cyclical (plan-do-review) requiring on-going review and update of risks to ensure that effective controls are implemented during project development and delivery.

Robust risk management processes are in place to ensure effective oversight of the project. A comprehensive risk register is maintained, capturing the key management risks and mitigation plans associated with delivery, these include an assessment of the following categories:

- Financial
- Delivery timescale
- Technology
- Data protection and compliance
- Customer experience
- Stakeholder engagement
- Operational continuity

A monthly Risks, Issues, Assumptions and Dependencies (RAID) review meeting is held, and the RAID report is escalated monthly through established governance processes as outlined in 6.1, to provide assurance and enable timely decision making.

6.5 Contingency plans

Contingency plans are included in the mitigation actions and plans contained within the risk register. Contingency plans are specific to each individual risks dependent on the impact to project delivery. These plans set out predefined actions, alternative approaches, and escalation routes to ensure that risks or unforeseen events can be managed promptly and effectively. The implementation of contingency measures is monitored through our project governance, ensuring that any required actions are coordinated, proportionate, and minimise disruption to project and service delivery.

6.6 Monitoring and Evaluation

The monitoring and evaluation plan is designed to determine whether the scheme:

- Has been designed and delivered efficiently and effectively
- Has met the requirements of the stated scheme objectives
- Has achieved the expected benefits
- Has resulted in any unintended outcomes and impacts (both positive and negative)
- Represents good value for money

In addition, the M&E plan has secondary objectives that the outcomes of the M&E will support:

- To provide information for stakeholders and members of the public
- To provide an evidence base to support future schemes

To carry out effective monitoring and evaluation, data collection for the scheme is required at various stages as the scheme develops to ensure an effective M&E process. The minimum number of stages are detailed and reported are as follows:

- Baseline conditions: prior to scheme implementation
- One year after scheme implementation
- Three years after scheme implementation
- Five years after scheme implementation

The data collection process can be carried out through manual counts or by Automatic number plate recognition (ANPR) counts. Data should be collected across Dunbar with a focus on the streets where parking charges have been implemented, and it should cover various types of parking restrictions. Due to the parking charges being sensitive to travel behaviour it is appropriate to undertake post-scheme data collection one year and then five years after it has been implemented.

6.6.1 Schedule of M&E Activities

A schedule of the monitoring and evaluation activities proposed for the scheme is summarised in table 6-3:

Table 6-3: Schedule of the monitoring and evaluation activities proposed for the scheme

Overarching programme Objectives	Dunbar specific objectives	Definition – How is it calculated?	Baseline	Data Source – How will it be measured?	Frequency- How often will it be measured?	Responsible – Who will measure it?
Environmental Improvements	Encourage a modal shift away from the private car and towards more sustainable modes of travel Improve air quality and reduce pollution	Levels of those travelling to work by private car compared to the level of active travel and public transport use. Levels of reported congestion by residents	In 2011 Census data it was reported that 53% of people in Dunbar drove to work using a car or a van. More recent data needs to be collected for Dunbar to give an accurate picture of car use	Data collection carried out through surveys to measure the proportion of those in Dunbar travelling by car.	Annually	East Lothian Council
Economic Growth	Increase footfall in the town centre	The number of people who travel into the Dunbar town centre.	The pedestrian counts, which were undertaken in November, showed that footfall in Dunbar was between 4,500 and 5,500 persons per week.	Footfall surveys carried out in Dunbar	Annually	East Lothian Council
Place based improvements	Revenue generated from parking charges to be reinvested in Dunbar public spaces/services	The amount of money that East Lothian Council invests into public spaces/services from the money raised through parking charges.	2024/25 Budgets	East Lothian Council's Annual Accounts	Annually	East Lothian Council
Improve parking conditions	Increase parking availability	The number of available spaces for parking	21st November 2021	Anecdotal evidence by parking attendants.	Annually	East Lothian Council

Stantec

Stantec is a global leader in sustainable engineering, architecture, and environmental consulting. The diverse perspectives of our partners and interested parties drive us to think beyond what's previously been done on critical issues like climate change, digital transformation, and future-proofing our cities and infrastructure. We innovate at the intersection of community, creativity, and client relationships to advance communities everywhere, so that together we can redefine what's possible.

Stantec UK Limited
Part 4th Floor, Whitehall Quay II
Whitehall Road
Leeds
LS1 4HR
UNITED KINGDOM
stantec.com